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## Annual overview report of the United Nations System Chief Executives Board for Coordination for 2001**

*Summary*

With the adoption, by the United Nations system, of the Millennium Declaration as the single, overarching policy framework to guide its efforts in support of global development, the United Nations System Chief Executives Board for Coordination (CEB) focused its attention on orchestrating closer inter-agency cooperation towards the attainment of the millennium development goals. The increasing number of reports of the Secretary-General to the Economic and Social Council and other intergovernmental bodies reflect, to one extent or another, this rising trend towards more system-wide cooperation and initiatives, a trend that points to the emergence of a true concept of a unified system that CEB is endeavouring to represent.

During 2001, the Executive Heads continued their reflection on globalization and its interrelated dimensions, noting the need to redress its negative aspects, particularly as regards poverty, hunger, health, education, employment, the environment, and the links between migration and problems posed by refugees and internally displaced persons.

The main focus of the CEB agenda during 2001 was to ensure a systematic and effective follow-up to the United Nations Millennium Declaration and, in particular, a concerted system-wide response to the achievement of the millennium development goals. To this end, CEB addressed the follow-up to the outcome of the Millennium Summit through a two-pronged strategy, namely, resource mobilization for attaining

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the millennium development goals at the national, regional and global levels, and its monitoring and review processes. CEB reiterated that the millennium development goals are primarily commitments by Governments and, in that regard, the supportive role of the United Nations system is crucial at the national, regional and international levels.

A great deal of attention was also devoted by CEB to strengthening system-wide support for the sustainable development of Africa through the New Partnership for Africa's Development (NEPAD), an Africa-owned and Africa-led initiative. It agreed that NEPAD provided the framework for United Nations system interventions in support of Africa's development, and decided to fully support the vision of African leaders to take charge of their own development.

The year 2001 marked the successful transition of CEB and its subsidiary structure from a hierarchical and rigid system of inter-agency committees to "networks" of specialists from different areas who interact with one another with the help of modern information technology, and ad hoc inter-agency groups that are time-bound and task-oriented under lead agency arrangements, as well as a consolidated CEB secretariat.

In addition to the above, the present report also addresses administrative issues of system-wide concern, focusing on staff security and safety, and the United Nations System Staff College, and provides information on assistance to countries invoking Article 50 of the Charter of the United Nations as requested by the Committee for Programme and Coordination.

# Contents


| | | Paragraphs | Page |
|---|---|---|---|
| | Introduction | 1–5 | 4 |
| I. | Globalization and the response of the United Nations system | 6–11 | 4 |
| II. | Follow-up by the United Nations system to the outcome of the Millennium Summit | 12–20 | 5 |
| | Inter-agency initiatives in the framework of the United Nations Millennium Declaration | 18–20 | 6 |
| III. | Strengthening system-wide support for the sustainable development of Africa | 21–30 | 9 |
| IV. | Reform of the inter-agency machinery | 31–43 | 11 |
| | Staff security and safety | 41 | 13 |
| | United Nations System Staff College | 42–43 | 13 |
| V. | Assistance to countries invoking Article 50 of the Charter of the United Nations | 44–48 | 14 |

## Introduction

1. The Millennium Summit of 2000 and the United Nations Millennium Declaration[1] have brought a new impetus to inter-agency cooperation. The United Nations system has adopted the Millennium Declaration as the single overarching policy framework to guide its work in support of global development. This commitment to making the Millennium Declaration the common agenda of the United Nations system is a crucial element in support of member States who are, first and foremost, themselves responsible for implementing the Millennium Declaration.

2. During 2001, the United Nations System Chief Executives Board for Coordination (CEB) pursued its discussions on the integrated and coordinated follow-up to the Millennium Summit, addressing, in particular, the themes of resource mobilization with special attention to inter-agency collaboration in promoting a successful outcome for the International Conference on Finance and Development held in Monterrey, Mexico, in March 2002; the launch of a system-wide advocacy campaign in support of the millennium development goals; and the system's support for the process of monitoring and review of the implementation of the United Nations Millennium Declaration. It also dealt with the support of the United Nations system to the New African Initiative (now known as the New Partnership for Africa's Development (NEPAD)), and with important common management concerns such as staff security and safety.

3. During 2001, significant progress was also made in finalizing the reform process within CEB itself. The new name by which the former Administrative Committee on Coordination (ACC) is now called — the United Nations System Chief Executives Board for Coordination — is intended to reflect not only its composition but also the new sense of shared purpose among the organizations of the United Nations system that underlies its work. CEB also completed the transformation of its subsidiary structures from a multilayered and somewhat rigid array of inter-agency committees into two high-level committees — the High-level Committee on Programmes (HLCP) and the High-level Committee on Management (HLCM) — complemented by flexible "networks" of specialists in different areas of common concern, along with time-bound and task-oriented inter-agency arrangements, and a consolidated secretariat.

4. The present overview report provides highlights of the work of CEB and its two Committees, HLCP and HLCM, during 2001. In so doing, the report aims to provide a broad picture of the state of inter-agency cooperation and of how policy guidance from central intergovernmental bodies is shaping programmes and activities within the United Nations system. As such, it should assist Member States in reviewing progress in system-wide coordination, and contribute to a dynamic dialogue between the central intergovernmental bodies and the United Nations system. It should be read in conjunction with the substantive reports before the different segments of the Economic and Social Council, most of which are the product of inter-agency collaboration.

5. In keeping with the request of the Committee for Programme and Coordination (CPC), this report includes concrete examples of inter-agency collaboration within the broad policy framework established by CEB pursuant to intergovernmental decisions. It also responds to the request of the Economic and Social Council in its decision 2001/321 of 24 October 2001 for a comprehensive report on the reform of the CEB machinery.

## I. Globalization and the response of the United Nations system

6. Since 1998, Executive Heads in CEB have engaged in a reflection on the demands placed on the national and international systems by the new global environment. Their objective has been to deepen their understanding and develop broad elements of common policy to address the various dimensions of globalization.

7. Over the course of three years, CEB has covered a wide spectrum of issues relating to globalization and their implications for the work of the system. In 2001, CEB focused on health and other social implications of globalization, and on financing for development. Drawing on a paper presented by the Director-General of the International Labour Organization (ILO) on an integrated approach to policy formulation, identifying interrelationships among the economic and social aspects of globalization, Executive Heads discussed how poverty programmes, employment generation and social services can be sustained in the policy

environment of fiscal contraction and liberalization that is typically associated with globalization.

8. Executive Heads recalled that while the potential benefits of globalization are evident, its negative consequences, in terms of growing disparities and greater vulnerabilities, need to be redressed. Strengthening national and international governance was seen as key both to spreading the benefits of globalization and to minimizing its negative impact, as well as to ensuring that a strong sense of priority is maintained for public interventions in relation to a broad spectrum of concerns, ranging from rural poverty, hunger, health, education and the environment to organized crime, drugs and human trafficking. The central importance of a labour market that generates quality employment was likewise strongly emphasized, as was the role of microcredit. The issue of migration was raised as a particularly crucial aspect of globalization requiring more focused policy attention at the international level. Links between the migration problematique and the problems posed by refugees and internally displaced persons were highlighted.

9. It was further noted that improved international governance should be characterized by a high degree of coherence in approaches, so that, for example, principles that apply to the free flow of goods, capital and services are also applied to labour. The role of the agencies of the United Nations system in assisting developing countries in strengthening their capacity to participate more effectively in international negotiations so as to promote a level playing field in areas ranging from agricultural subsidies to the opening of markets was emphasized. It was generally felt that, while better integration of the economic and social agenda is crucial, there is a need at the same time to further integrate the economic agenda itself, including trade, investment, official development assistance (ODA), fiscal stability, fiscal rules for globalization, and responsibility of transnational corporations in host countries.

10. At its two sessions during 2001, CEB considered a number of inter-agency initiatives and international developments that were directly relevant to spreading the benefits of globalization. In the field of information and communication technologies (ICT), Executive Heads addressed the positive contribution of modern ICT in linking remote areas to sources of information and, more generally, in raising productivity and efficiency as well as developing countries' capacity to compete and integrate in the global economy. The recent attention given by the Economic and Social Council to ICT-related issues encouraged the United Nations system to enhance its efforts to help bridge the digital divide, as an integral part of the effort to spread the benefits of globalization.

11. In the same broad context, and in addressing the mutually supporting roles that the organizations of the system can play in the struggle against poverty, Executive Heads highlighted in their discussions the essential contribution of the transport and communication agencies to sustainable development. In establishing global standards and regulations in this sector, these agencies contribute directly to poverty alleviation and job creation in developing countries.

## II. Follow-up by the United Nations system to the outcome of the Millennium Summit

12. At their retreat held in conjunction with the CEB second regular session of 2001, the Executive Heads pursued their discussion on the follow-up by the United Nations system to the Millennium Summit in the light of the report of the Secretary-General (A/56/326) on the road map towards the implementation of the United Nations Millennium Declaration. They focused on two themes: resource mobilization to attain the millennium development goals at the national and international levels, and the process of review and monitoring of the implementation of the United Nations Millennium Declaration.

13. Executive Heads recalled that the United Nations Millennium Declaration had set precise quantitative targets, and that one of the challenges before the system was to mobilize resources to achieve the millennium development goals. They regarded the International Conference on Financing for Development as a critical opportunity not only to advance a key aspect of the millennium development goals but also to align financing policies and priorities for poverty eradication. Special emphasis was also placed on strengthening of country-level cooperation among all United Nations system partners. The strong consensus that emerged on the importance of partnership and country ownership was seen as an indicator that a strong common basis exists to build effective synergies between different frameworks for

country-level coordination. More generally, it was felt that the degree of commitment and support shown by the system to the preparatory process for the Monterrey Conference augured well for an effective and participatory follow-up process.

14. On the second theme — the process of monitoring and review of the United Nations Millennium Declaration — the discussions highlighted the importance of the contribution of the system to an effective follow-up to the Millennium Declaration in terms of both policy advice and advocacy.

15. Executive Heads discussed not only the relationship and balance between economic and social objectives but also the relationship among political, humanitarian and development issues and, in this regard, issues relating to modalities for monitoring and reporting that would adequately reflect and further these relationships. Conflict prevention was seen as a relevant and graphic illustration of an area where much more needs to be done to develop effective, integrated approaches that would bring into play in a more systematic and institutionalized way, the extensive and very relevant knowledge and capacities available in different parts of the system. Executive Heads stressed that the first signals that tensions might turn into armed conflict — indications arising from economic and social discrimination, exclusion of populations from the development process, discriminatory practices — often come from within the development area.

16. Executive Heads agreed that the campaign for the millennium development goals would be the focus of their retreat at the CEB first regular session of 2002 and that special emphasis would be placed, in this context, on the contribution of the system to the poverty eradication goals of the United Nations Millennium Declaration. In this regard, they endorsed the following recommendations of HLCP: (a) that the poverty paradigm should be broadened to include social, educational, nutritional, health and cultural dimensions, as well as such qualitative aspects as empowerment; (b) that organizations of the system should be invited to prepare an analysis of the contribution of their programmes to the Millennium Declaration's goal of reducing extreme poverty, and share them as required, with their governing bodies; (c) that the Millennium Declaration targets concerning poverty eradication should be a major focus of a system-wide campaign to mobilize world opinion and engage political leaders in achieving the millennium development goals; (d) that a comprehensive review be should be undertaken of the global funding requirements for reducing poverty by half by 2015; and (e) that the capacity of the system to achieve and monitor progress in poverty eradication should be strengthened through improved data as a common basis for analysis, as well as through closer interactions among officials throughout the system involved in work relevant to poverty eradication.

17. The system's commitment to supporting the Secretary-General in the effective discharge of its mandate for reporting on progress in achieving the goals and targets of the United Nations Millennium Declaration was underscored. CEB stressed that follow-up and monitoring processes should take a broad view of required actions at all levels, rather than be restricted to the contribution — crucial but basically supportive — of the international system. This approach should not in any way detract from the system's responsibility to pursue its role in a proactive and strategic way, in relation to both its advocacy and policy development responsibilities and its operational role geared to strengthening national capacity.

## Inter-agency initiatives in the framework of the United Nations Millennium Declaration

18. In light of General Assembly resolution 55/162 of 14 December 2000, in which the Assembly had requested the Secretary-General to ensure system-wide coordination to assist with the implementation of the United Nations Millennium Declaration and invited him to identify, within the framework of ACC, innovative ways of enhancing cooperation and coherence throughout the United Nations system, HLCP undertook, with the United Nations Industrial Development Organization (UNIDO) as task manager, the preparation of an inventory of ongoing actions and initiatives throughout the United Nations system relevant to the Millennium Declaration. Guided by the report of the Secretary-General to the Assembly on the road map, the inventory was intended to provide quantitative and qualitative data on the United Nations system's activities vis-à-vis the goals and targets of the Millennium Declaration and to serve as a management tool for helping the United Nations system to identify gaps, overlaps and areas for inter-agency cooperation.

19. Given the inherent complexities in collecting data on such a range of issues from organizations across the system, the "pilot" inventory did show an impressive array of activities already under way throughout the system relevant to the follow-up of the United Nations Millennium Declaration. HLCP had a very useful discussion on the pilot report at its second regular session of 2001 (see ACC/2001/11), and encouraged all interested organizations to continue discussion on methodological issues but at the same time also provide additional information on their activities in support of the Millennium Declaration.

20. In response to the request of the CPC, a few selected examples of inter-agency collaboration and partnerships in advancing the goals of the Millennium Summit are presented below. It should be emphasized that these by no means present the totality of the system's efforts in following up on the United Nations Millennium Declaration but serve simply to illustrate the wide-ranging cooperation taking place in the system to implement the millennium development goals. In the areas of:

(a) Development and poverty eradication:

(i) The United Nations Millennium Declaration emphasized the importance of addressing the special needs of the least developed countries and ensuring the success of the Third United Nations Conference on the Least Developed Countries and the effective mobilization of the system in the preparation for the Conference including the Bretton Woods institutions and the World Trade Organization. Distinct but mutually supportive processes to ensure coordination were led by the Secretary-General of the United Nations, the Secretary-General of the United Nations Conference on Trade and Development (UNCTAD) and the Administrator of the United Nations Development Programme (UNDP). The last-mentioned mobilized the resident coordinator system and country teams in the least developed countries to ensure their effective contribution to the success of the Conference;

(ii) At the LDC Conference itself, a multi-agency technical assistance programme was launched with the objective of designing and implementing a coordinated effort to increase the level of foreign direct investment (FDI) flows into least developed countries and to maximize the benefits generated by FDI. UNCTAD, UNIDO, the Multilateral Investment Guarantee Agency (MIGA) and the Foreign Investment Advisory Service (FIAS) of the World Bank Group collaborate closely in this initiative;

(iii) Innovative arrangements were employed to ensure the participation of "all relevant stakeholders" towards the preparatory process for the International Conference on Financing for Development. These included close inter-agency collaboration among the secretariats of the World Bank, the International Monetary Fund (IMF), UNCTAD, UNDP and the Department of Economic and Social Affairs of the United Nations Secretariat in the preparation of relevant documents; secondment of staff to the coordinating secretariat in the Department of Economic and Social Affairs; convening of inter-agency consultations, workshops and round tables; and organization of the Conference itself;

(iv) With the aim of creating an environment conducive to development and poverty eradication in the area of trade and development, UNCTAD worked closely with other core agencies (the International Trade Centre UNCTAD/WTO (ITC), IMF, World Bank, the World Trade Organization and UNDP) to prepare three diagnostic trade integration studies (DTIS) for three pilot countries (Cambodia, Madagascar and Mauritania);

(v) Yet another example of greater collaboration is the ITC/UNCTAD/World Trade Organization Joint Integrated Technical Assistance Programme to Selected Least Developed and Other African Countries (JITAP) which is a capacity-building programme on multilateral trade issues involving partnership among their organizations and eight beneficiary countries (Benin, Burkina Faso, Côte d'Ivoire, Ghana, Kenya, Tunisia, Uganda and the United Republic of Tanzania). JITAP is supported by 13 donors and pioneers a bottom-up, integrated and comprehensive approach to delivery of trade-related technical assistance at the country and intercountry levels;

(vi) In the area of market access and trade facilitation, UNIDO launched an inter-agency initiative for developing a comprehensive package of assistance to help developing

countries improve their market access under the auspices of HLCP. Inter-agency consultations have been undertaken and an agreement between ITC and UNIDO to collaborate on trade facilitation in the Central American region has been reached. UNCTAD and the World Trade Organization are also expected to participate in the programme. The programme aims to identify problems faced by three agro-industrial subsectors in export markets, strengthen national and regional quality support infrastructure in such areas as testing, metrology, certification and accreditation, and build institutional capacity to assist enterprises in the adoption of international product and process standards as well as technical regulations;

(vii) The Food and Agriculture Organization of the United Nations (FAO), in cooperation with the World Health Organization (WHO), the International Office of Epizootics (OIE), the World Bank and the World Trade Organization, is launching an inter-agency facility to strengthen the capacity of least developed countries to achieve food safety and quality standards recognized by the World Trade Organization Agreements. This should help to contribute to greater market access for the commodities by least developed countries;

(viii) To move towards halving hunger by 2015, 14 agencies collaborate within an FAO-facilitated Inter-Agency Working Group on Food Insecurity and Vulnerability Information and Mapping System (FIVIMS). A shared commitment of the Group is to reduce global food insecurity and vulnerability and to attack its multiple causes, which are closely linked to poverty. The Group also seeks to improve data quality and analysis through the development of new tools and capacity-building in developing countries;

(b) Health:

(i) WHO has taken the lead in connection with a number of important collaborative initiatives to help implement the health-related goals of the United Nations Millennium Declaration. These include the Roll Back Malaria project which is a strategic partnership among various agencies within the United Nations system at the global, regional, and country levels. At the global level, this project involves close collaboration between WHO and the United Nations Children's Fund (UNICEF), the World Bank and UNDP. At the regional level, the project involves many actors from the regional offices of WHO, UNICEF, the African and Asian Development Banks, the European Commission, the Organization of African Unity (OAU), the South Asian Development Commission and others. Country-level collaboration also includes the United Nations Educational, Scientific and Cultural Organization (UNESCO) and, in some countries, FAO;

(ii) The efforts of WHO to enhance system-wide collaboration towards achievement of the millennium development goals is also illustrated in the work being undertaken by its Department of Vaccines and Biologicals (V&B) on poliomyelitis eradication, reduction of measles mortality, elimination of maternal and neonatal tetanus, introduction of new vaccines and strengthening of routine immunization systems. Progress on polio eradication since 2000 has been outstanding, with the number of polio-infected countries cut in half to just 10, and the total number of cases reduced by two thirds, to less than 1,000. Polio eradication is in clear sight as a result of a strong public/private sector partnership, spearheaded by WHO, UNICEF, the World Bank and several public and private organizations and foundations;

(iii) Similar collaborative efforts involving WHO and UNICEF are under way to support an immunization campaign against measles targeting approximately 70 million children in 17 African countries;

(iv) The Global Alliance for Vaccines and Immunization (GAVI) is an important partnership among WHO, UNICEF, the World Bank and other public and private foundations, dedicated to ensuring that all children, however poor, have equal access to vaccines. GAVI also works to spur the development of new vaccines against major killers that primarily affect the world's poorest people. At present, 38 countries receive support for the introduction of new and underused vaccines, 39 countries for the strengthening of routine immunization services and 11 countries for the practice of safe injection;

(c) Protecting the common environment:

(i) With the United Nations in the lead, the United Nations system is supporting the preparatory process for the World Summit on Sustainable Development at the local, national, regional and global levels. At the local level, the United Nations Secretariat (Department of Economic and Social Affairs), in cooperation with UNDP, launched an international survey for the 10-year anniversary in 2002 of the United Nations Conference on Environment and Development, held in Rio. At the national level, the United Nations Secretariat, UNEP and UNDP provided assistance to countries in support of national-level preparations. UNEP regional offices, the United Nations regional commissions, UNDP and the United Nations Secretariat as well as other institutions took the lead in organizing preparatory activities at the regional level;

(ii) In February 2001, the Governing Council of UNEP established an Open-ended Intergovernmental Group of Ministers or Their Representatives (IGM) to undertake a comprehensive policy-oriented assessment of existing institutional weaknesses as well as future needs and options for strengthened international environmental governance.[2] Among the main issues addressed by IGM was improved coherence in international environmental policy-making (the role and structure of the Governing Council/Global Ministerial Environment Forum), improved coordination among and effectiveness of multilateral environmental agreements, capacity-building, technology transfer and country-level coordination for the environment pillar of sustainable development, and enhanced coordination across the United Nations system, specifically in respect of the role of the Environmental Management Group (EMG);

(iii) UNIDO and UNEP have also been collaborating to ensure environmental sustainability through their joint UNIDO/UNEP National Cleaner Production Centres (NCPC) programme. This programme had established a total of 22 centres in developing countries and economies in transition by the end of 2001. NCPCs have assisted companies in rationalizing their production processes and saving money on raw materials, energy, water and water treatment. UNIDO is the executing agency and UNEP assists in the provision of strategic environmental guidance and support. The ultimate goal of the NCPC programme is to increase the application and raise the awareness of cleaner production in industry and to encourage the inclusion of cleaner production measures in national environmental policy and legislation in developing countries and economies in transition. Both UNIDO and UNEP addressed the sixth annual meeting of NCPC directors held in Seoul in November 2001 where a proposed future strategy was put forward to enhance the needs-driven approach of the programme.

## III. Strengthening system-wide support for the sustainable development of Africa

21. In April 2001, CEB undertook an assessment of international initiatives geared to supporting African countries in addressing the major development and other challenges facing the continent. It did so in the light of recommendations of HLCP that had highlighted the special significance of the emergence, from within the continent, of a single Africa-owned and Africa-led framework for action. Such a unified framework would enable the system to utilize scarce resources in the most effective way possible, facilitate monitoring of the system's own performance in support of priorities established by African Governments themselves, and encourage donor countries to meet their commitments in Africa.

22. Executive Heads considered that the system engagement could have the desired impact only if it is built on African ownership, political commitment and leadership. In intensifying its cooperation, the system should support, and act in concert with, regional and subregional bodies in Africa, in particular the Economic Commission for Africa (ECA) and OAU.

23. CEB strongly reiterated that a substantial increase in ODA to Africa was another crucial condition for renewed progress in Africa. With direct investments in Africa amounting to only 1.2 per cent of total FDIs, most of it concentrated in a few countries, increased ODA flows are an essential requirement for effectively tackling the capacity and other basic constraints affecting the region. It was estimated that Africa would

need to grow by 7 per cent for a decade if it was to meet the United Nations Millennium Declaration target of halving the incidence of poverty by 2015.

24. Meeting the challenge of capacity-building in Africa must proceed in parallel with development of comprehensive and coherent responses to economic, environmental and political crises, effectively combining peace-building, emergency assistance and longer-term support measures. This multi-pronged approach had worked successfully in addressing the drought in the Horn of Africa, involving a short-term effort to alleviate food shortage and a long-term undertaking to achieve food security, and provided important lessons on which the system could build.

25. Drawing on the outcome of the high-level segment of the substantive session of 2001 of the Economic and Social Council, immediately following the OAU Summit in Lusaka, Executive Heads, at the second regular session of CEB held in October 2001, reiterated that Africa is and should remain a major focus for the political, development and humanitarian work of the system. The organizations of the system should continue to emphasize the African dimension in their global work and provide visible and vocal support for the New Partnership for Africa's Development (NEPAD), endorsed at the Summit. It was recognized that the shift from a donor-driven to an Africa-led development process will require important adjustments in the focus of international support to reflect the priorities identified by African leaders (see ACC/2001/5, sect. III).

26. A number of specific areas where urgent action was required in line with the priorities set out in NEPAD were highlighted by CEB. They included poverty eradication, the nexus between poverty (particularly rural poverty) and employment, building human capital, combating human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS), supporting the emergence of small and medium-sized enterprises especially in agriculture, revitalizing African markets, monitoring market access, supporting infrastructure development, helping protect the environment and biodiversity, and providing support for renewed efforts to bridge the digital divide, such as the African Information Society Initiative.

27. The implementation mechanisms established in the framework of NEPAD as well as the African peer review mechanism, whereby African countries would hold each other accountable for progress in implementing NEPAD, were seen as key to sustainability and success. Equally crucial was the joint mechanism of "mutual accountability" between donors and African countries which would monitor progress made by programme countries as well as fulfilment by donor partners of their commitments.

28. CEB agreed that, at the regional level, ECA would continue to act as the system's key interlocutor with African countries on NEPAD, and that, at the country level, UNDP should help coordinate the system's support and progress monitoring. The Poverty Reduction Strategy Paper (PRSP) was seen as a key tool for articulating the support of the United Nations system to African Governments in implementing NEPAD. In terms of the attitude of the international community, the importance of combating a posture of "public promises and private pessimism" towards Africa was strongly emphasized.

29. CEB concluded that the system, in following up on NEPAD should pursue a deliberate strategy: (a) to engender support for NEPAD, both within Africa and in the international community, and to fight cynicism and to nurture an atmosphere of optimism and seriousness of commitment; (b) to integrate the implementation of the Initiative in the broader follow-up processes of the United Nations Millennium Declaration and in the agenda and outcomes of forthcoming conferences and summits; (c) to work with African countries and their regional organizations to strengthen inter-agency coordination at the regional level within the framework of ECA; (d) to make full use of existing country-level mechanisms while supporting ongoing processes of review and improvement of national coordination frameworks, particularly the PRSPs, gearing those frameworks towards reinforcing national leadership and national capacity-building; (e) to mobilize support for effective country-level implementation; and (f) to set in motion a systematic process of close monitoring of the United Nations system performance at the country level within the framework of NEPAD.

30. CEB fully shared the view expressed at the Economic and Social Council that, in the new circumstances, the final review of United Nations New Agenda for the Development of Africa in the 1990s[3] in the General Assembly should be forward-looking and should be seen as an opportunity for learning what lessons a comprehensive assessment of the role played

so far by the system and the international community in supporting Africa's development held for the future.

## IV. Reform of the inter-agency machinery

31. The twin purposes of the reforms being introduced in the functioning of CEB, drawing on the report of an independent review team established by the Secretary-General, are to strengthen inter-agency cooperation and to strengthen inter-agency support for intergovernmental bodies.

32. Executive Heads will continue to draw upon the programme of work of the Economic and Social Council, as well as issues before intergovernmental bodies of the system, to formulate the CEB programme of work and strongly support the Council's initiative to invite groups of Executive Heads to take part, on a regular basis, in dialogues with the Council. CEB will continue to keep the Council regularly informed of inter-agency coordination, utilizing its annual overview reports to bring to the attention of the Council and intergovernmental bodies of the system, major developments of system-wide interest.

33. In the context of this reform process, several decisions were taken to further the unity of purpose and coherence of actions within the system. These included: (a) a commitment on the part of all members of CEB to undertake systematic consultations prior to the launching of major initiatives requiring contributions from other CEB members and to keep the governing bodies duly informed of the outcome of these consultations; (b) adopting methods of work that ensure a participatory process in setting the CEB agenda; (c) organizing CEB sessions so as to encourage a greater sense of common ownership through more extensive private meetings, a streamlined agenda for formal sessions focused on major issues of system-wide concern, and the holding of a "retreat", in conjunction with each session; and (d) increasing the use of ICT for continuous consultation and information and knowledge-sharing.

34. Another important feature of the reform process was the establishment of a new, streamlined subsidiary structure. This process involved the: (a) establishment of two high-level committees, HLCP and HLCM, composed of senior-level officials dealing with, respectively, programmes and management in CEB member organizations and responsible to CEB for fostering system-wide cooperation and coordination as well as knowledge and information-sharing in, respectively, policy, programme and operational issues and administrative management matters; (b) the adoption of a new, flexible approach to coordination relying on ad hoc, time-bound, task-oriented arrangements to accomplish common tasks rather than permanent or standing bodies; and (c) establishment of a network of focal points or "Sherpas" who could be consulted and could interact, on behalf of Executive Heads, on all issues relating to the organization and agendas of the CEB sessions. A related key feature of the reform process was the consolidation of the various secretariats[4] servicing the inter-agency machinery into a single, jointly financed secretariat co-located in New York and Geneva.

35. This reform process reflects a substantive shift in the nature of inter-agency coordination. As noted in one of the briefings that are regularly provided to the Economic and Social Council on the work of CEB, one can, in retrospect, identify three broad phases in the United Nations system's approaches to inter-agency coordination over the years. A first, brief phase, in the early years of the system, where the emphasis was on process and the interpretation and implementation of the relationship agreements, was followed by a second, much longer phase, where attention gradually shifted from process to coordination of actual activities. Within that phase, a progressive shift took place over the years from ex post facto coordination — characterized by the presentation of what used to be called "clear and comprehensive pictures" of what the system as a whole was doing in a particular area — to an effort to consult and concert activities at the programming stage. This was the period not only of inter-agency institution-building, but also of institutional proliferation — of the creation of many different subcommittees, each dealing with an area of inter-agency concern.

36. A third phase in inter-agency coordination emerged in the 1990s, around the many global conferences that characterized that decade. Conference processes were inclusive and served to create an unprecedented sense of common ownership and commitment within the system to advancing the outcomes of these conferences. They provided the system with a set of broad policy objectives around which it could rally, and in relation to which common

impact could be measured. It was at this time that a first significant streamlining of inter-agency structures took place, away from individual programmes areas, and focusing on cross-sectoral policy objectives, such as sustainable development and gender mainstreaming. A similar evolution took place, during this period, as regards the way in which the Economic and Social Council itself has increasingly come to approach its interactions with the agencies and, more generally, its policy coordination role, focusing on the integration of the outcomes of these global conferences.

37. The Millennium Summit represented both the culmination of this phase and the beginning of a new phase, where the organizations of the system now have, in the United Nations Millennium Declaration, a single overarching policy framework, to which they are individually and collectively committed. The new name of ACC is intended to reflect this new state of play and this collective commitment. The expression "Chief Executives *Board*" rather than *Committee* is meant to reflect the transition from a collection of organizations that come together to "compare notes", to a collegial body whose participants share a collective responsibility for nurturing the new reality that the system has come to represent.

38. In October 2001, in concluding this process, CEB considered that networking among agency specialists in different sectors had reached a sufficient level of maturity and that the two new High-level Committees on Programmes and on Management,[5] had sufficiently consolidated their work, to make it possible to replace the rest of the inter-agency machinery — which had, until then, been organized as a hierarchic and somewhat rigid system of inter-agency committees and subcommittees — by a more flexible system of "networks" of specialists in different areas who would interact on a continuing basis utilizing modern information technology, and by ad hoc inter-agency groups that would meet, as required, around specific tasks, would often be facilitated by a lead agency, and would be disbanded when the task was accomplished. Less formal, more business-like methods of work — that de-emphasize form and emphasize products and results — should not only serve the interests of cost-efficiency, but also help meet more effectively the requirements of intergovernmental bodies that will have from now on direct access to two sets of interlocutors — the Executive Heads in CEB and the High-level Committees relating to the apex intergovernmental bodies, particularly the Economic and Social Council, and different inter-agency networks of specialists interacting directly with the specialist intergovernmental bodies, particularly the functional commissions.

39. In view of these decisions, the secretariats of the former subsidiary bodies were invited to initiate consultations on how best the CEB decisions could be implemented so that HLCP could be informed. Below is a status summary regarding each former subsidiary body:

(a) Women and gender equality: an Inter-Agency Network on Women and Gender Equality has replaced the former Inter-Agency Committee; new arrangements have been agreed upon to strengthen inter-agency contacts and collaboration throughout the year, including an annual meeting just prior to session of the Commission on the Status of Women;

(b) Sustainable development: at its meeting in March 2001, the Inter-Agency Meeting on Sustainable Development (see ACC/2001/1) agreed on more flexible working arrangements for inter-agency coordination, including opening its membership to organizations outside the United Nations system working in the field of sustainable development and meeting once rather than twice a year but making greater use of electronic communication and ad hoc time-bound task forces. As part of the World Summit on Sustainable Development process, consultations are under way regarding strengthening governance for sustainable development at the national, regional and international levels. The focus and form of future inter-agency coordination are among the items being discussed in these consultations. Thus, new arrangements and/or working methods for inter-agency coordination in this area will not be finalized until after the summit;

(c) Public information: a new United Nations Communications Group has replaced the former Joint United Nations Information Committee (JUNIC), resulting in more substantive, flexible and task-oriented approaches in promoting coordination in the field of public information. Annual meeting at the level of the heads of public information offices will be the occasion for addressing key policy issues of priority for the system and for guiding the work of task forces and other ad hoc arrangements throughout the year;

(d) Oceans and coastal areas and water resources: inter-agency consultations on new, more flexible arrangements for inter-agency coordination in these two areas, have been initiated but not finalized, pending, inter alia, the outcome of the World Summit on Sustainable Development process, particularly as it relates to governance;

(e) Nutrition: the former Subcommittee on Nutrition has been replaced by a United Nations system Standing Committee on Nutrition, increasing the use of task forces and electronic communication for consultations;

(f) Statistics: the members of the former ACC Subcommittee on Statistical Activities have continued to carry out necessary coordination on a task-oriented basis and using lead agency arrangements. In September 2001, an agenda of future inter-agency statistical work was agreed upon. The agenda focuses particularly on coordination of statistical data collection to reduce reporting burdens on countries, coordination of trade statistics and coordination of development indicators in the context of follow-up to major United Nations conferences and summits and the United Nations Millennium Declaration;

(g) Demographic estimates and projections: meetings of United Nations system specialists in charge of producing or using population and sectoral estimates and projections will be organized in an ad hoc fashion according to need; interactions will focus on technical matters of common concern relevant to the preparation of estimates and projections; and coordination of production schedules and outputs will be carried out, as necessary, by e-mail or other means of communication. The Population Division of the United Nations Secretariat will endeavour to use occasions where meetings with relevant partners can take place in conjunction with other activities to maintain the flow of information between users and producers of population data;

(h) Drug control: coordination in the field of drug control and crime prevention will henceforth be undertaken by an inter-agency network of focal points in these areas. This inter-agency network will continue, under the leadership of the Office for Drug Control and Crime Prevention, to meet as and when necessary, and will strengthen consultations with other interested entities such as civil society and regional and sectoral organizations.

40. This more decentralized system requires strengthened communications and information links that the consolidated CEB secretariat under the guidance of HLCP will help ensure. A key task of the secretariat will also be to ensure that CEB strategies, in response to overall intergovernmental policy directives, provide the connective tissue for the substantive work of the various networks, and that indications from their work that have implications for strategies of CEB are sifted and made to enrich its own work.

## Staff security and safety

41. During 2001, CEB continued to accord high priority to staff security and safety. It endorsed a new cost-sharing formula for security-related costs both at Headquarters and in the field. Under this arrangement, the United Nations will bear costs associated with the Office of the United Nations Security Coordinator relating to overall management of security. The remaining headquarters positions responsible for field support, as well as the costs related to the Field Security Officers, will be cost-shared among the concerned agencies, programmes and funds.

## United Nations System Staff College

42. During 2001, Executive Heads considered arrangements for the institutionalization of the United Nations System Staff College. They endorsed the approaches to the functioning of the Staff College recommended by HLCP covering (a) its strategic functions as a system-wide demand-driven institution dedicated to innovation and reform across the United Nations system and focused on fostering a common United Nations system culture, cooperation and knowledge-sharing between agencies on managerial and strategic policy issues of common concern; (b) its governance, based on the new CEB High-level Committees; and (c) its funding arrangements comprising a core budget jointly funded by organizations, fees for its courses and voluntary funding.

43. Since then, in accordance with the new statutes for the Staff College approved by the General Assembly in its resolution 55/278 of 7 April 2001, the new inter-agency Board of Governors of the College, chaired by the Deputy Secretary-General, has begun

operations. It is supported by a technical review panel convened by the Secretary of CEB.

## V. Assistance to countries invoking Article 50 of the Charter of the United Nations

44. Information on the measures taken by the United Nations system to provide assistance to third States affected by the implementation of sanctions imposed on Iraq and the Federal Republic of Yugoslavia was first contained in the report of the Secretary-General on the question of special economic problems of States as a result of sanctions imposed under Chapter VII of the Charter of the United Nations (A/48/573-S/26705) and thereafter in the annual overview reports of ACC (E/1993/81, E/1994/19, E/1995/21, E/1996/18 and Add.1, E/1997/54 and Corr.1, E/1998/21, E/1999/48, E/2000/53 and E/2001/55). In addition, the Secretary-General has submitted five reports to the General Assembly (A/49/356, A/50/423, A/51/356, A/52/535 and A/54/534) in the context of economic assistance to States affected by the implementation of sanctions imposed on the Federal Republic of Yugoslavia. Since 2000, the report on that subject has been superseded by the report of the Secretary-General on economic assistance to the Eastern European States affected by the developments in the Balkans (A/55/620 and Corr.1, and A/56/632).

45. The General Assembly, in its resolution 56/110 on economic assistance to the Eastern European States affected by the developments in the Balkans, having taken note of the latest report of the Secretary-General on the subject (A/56/632) and the conclusions contained therein, welcomed the support already provided by the international community, in particular by the European Union (EU) and other major donors, to the affected States to assist them in coping with their special economic problems during the transition period following the developments in the Balkans. In the same resolution, the Assembly invited all States and the relevant international organizations, both within and outside the United Nations system, in particular the international financial institutions, to continue to take into account the special needs and situations of the affected States in providing support and assistance to their efforts for economic recovery, structural adjustment and development; and requested the Secretary-General to report to the Assembly at its fifty-eighth session on the implementation of the resolution.

46. Moreover, the General Assembly, in its resolution 56/87 on the implementation of the provisions of the Charter of the United Nations related to assistance to third States affected by the application of sanctions, welcomed the report of the Secretary-General (A/53/312) containing a summary of the deliberations and main findings of the ad hoc expert group meeting on developing a methodology for assessing the consequences incurred by third States as a result of preventive or enforcement measures and on exploring innovative and practical measures of international assistance to the affected third States, and renewed its invitation to States and relevant international organizations within and outside the United Nations system that had not yet done so to provide their views regarding the report of the ad hoc expert group meeting. It also requested the Secretary-General to ensure that the competent units within the Secretariat developed the adequate capacity and appropriate modalities, technical procedures and guidelines in pursuance of the implementation of Assembly resolutions 50/51, 51/208, 52/162, 53/107, 54/107 and 55/157, and to expedite the preparation of a report to the Assembly containing his views on the deliberations and main findings, including the recommendations, of the ad hoc expert group meeting, taking into account the views of States, the organizations of the United Nations system, international financial institutions and other international organizations, as well as the Chairman's proposed outcome of the informal working group of the Security Council on general issues relating to sanctions.

47. Also in resolution 56/87, the General Assembly reaffirmed the important role of the Assembly, the Economic and Social Council and CPC in mobilizing and monitoring the economic assistance efforts of the international community and the United Nations system on behalf of States confronted with special economic problems arising from the carrying out of preventive or enforcement measures imposed by the Security Council and in identifying solutions to the special economic problems of those States. The Assembly took note of the decision of the Economic and Social Council, in its resolution 2000/32 of 28 July 2000, to continue its consideration of the question of assistance to third States affected by the application of sanctions, and decided to transmit the most recent

report of the Secretary-General on the implementation of the provisions of the Charter of the United Nations related to assistance to third States affected by the application of sanctions (A/56/303) to the Economic and Social Council at its substantive session of 2002. The Assembly invited the organizations of the United Nations system, international financial institutions, other international organizations, regional organizations and Member States to address more specifically and directly, where appropriate, special economic problems of third States affected by sanctions imposed under Chapter VII of the Charter of the United Nations and, for that purpose, to consider improving procedures for consultations to maintain a constructive dialogue with such States, including through regular and frequent meetings as well as, where appropriate, special meetings between the affected third States and the donor community, with the participation of United Nations agencies and other international organizations.

48. The relevant components of the United Nations system and related organizations, including the international financial institutions, are fully aware of the special needs and concerns of the affected States. Most of them had provided their views and constructive comments on the outcome of the ad hoc expert group meeting on the implementation of the provisions of the Charter of the United Nations related to assistance to third States affected by the application of sanctions, as contained in the reports of the Secretary-General on the subject (A/54/383 and A/55/295 and Add.1). Their governing bodies remain committed to responding positively to requests for assistance to States confronted with special economic problems as a result of implementing preventive or enforcement measures imposed by the Security Council.

*Notes*

[1] See General Assembly resolution 55/2.

[2] See *Official Records of the General Assembly, Fifty-sixth Session, Supplement No. 25* (A/56/25, annex, decision 21/21, para. 2).

[3] General Assembly resolution 46/151, annex, sect. II.

[4] The Office for Inter-Agency Affairs which serviced and supported ACC and its Organizational Committee, the different secretariats of the former Consultative Committee on Programme and Operational Questions, the former Consultative Committees on Administrative Questions (Personnel and General Administrative Questions, and Financial and Budgetary Questions) and the former Information Systems Coordination Committee.

[5] A fuller description of the terms of reference of these two new Committees, and an account of the reorganization in the administrative and management area, may be found in document ACC/2001/5.

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**Coordination, programme and other questions: long-term programme of support for Haiti**

## Long-term programme of support for Haiti

### Report of the Secretary-General**

*Summary*

The present report is submitted pursuant to Economic and Social Council resolution 2001/25 of 26 July 2001, in which the Council requested the Secretary-General to report to it at its substantive session of 2002 on progress achieved in elaborating a long-term programme of support for Haiti and on the practical modalities for its implementation.

The report provides an overview of the situation in Haiti since 2001, including the political and institutional crisis that the country is going through and its repercussions on the general economic situation and on the decline of official development assistance.

In spite of this difficult context, the Resident Coordinator and the United Nations country team have continued to provide assistance in various fields, such as governance and the rule of law, in the framework of transition activities following the International Civilian Support Mission in Haiti, as well as poverty reduction and HIV/AIDS. The report provides information on these activities and on progress made in the elaboration of a long-term programme of support for Haiti, including an update on the United Nations Development Framework and the Poverty Reduction Strategy Paper.

* E/2002/100.

** The document was submitted late to the conference services without the explanation required under paragraph 8 of General Assembly resolution 53/208 B, by which the Assembly decided that, if a report is submitted late, the reason should be included in a footnote to the document.

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## Introduction

1. Following the invitation by the Security Council to promote sustainable development in Haiti,[1] the Economic and Social Council, in its resolution 1999/4 of 7 May 1999, created an Ad Hoc Advisory Group on Haiti. The Group undertook an assessment mission to that country, conducted wide-ranging consultations and presented its recommendations to the Council (see E/1999/103).

2. In its resolution 1999/11 of 27 July 1999, the Economic and Social Council, building upon the recommendations of its Ad Hoc Advisory Group, requested the Secretary-General, in consultation with the Government of Haiti, to take the necessary steps to develop on a priority basis a long-term strategy and programme of support for Haiti. The Secretary-General was also requested to report on the implementation of this programme to the Council at its substantive session of 2000.

3. Subsequently, reports on the status of the implementation of the long-term programme of support for Haiti were presented to the Council at its 2000 and 2001 substantive sessions (see E/2000/63 and E/2001/67). In its resolution 2001/25 of 26 July 2001, the Council requested the Secretary-General to report to it at its substantive session of 2002 on progress achieved in elaborating a long-term programme of support for Haiti and on the practical modalities for its implementation.

## I. General national and economic context

### National political and security context

4. Following the contested May 2000 legislative and local elections that resulted in a victory for the ruling Famni Lavalas party, Haiti's prolonged political and economic crisis has deepened, further polarizing its political class and civil society. The Organization of American States (OAS), the Caribbean Community (CARICOM), the European Union, the United Nations and the Secretary-General's Group of Friends for Haiti expressed their deep concerns to the Government of Haiti and stated that the non-resolution of electoral irregularities would have an impact on the country's eligibility for official development assistance (ODA) and its rechannelling through non-governmental organizations (NGOs). The November 2000 presidential elections proceeded despite an opposition boycott and the absence of official international assistance. The elections were characterized by a pre-electoral climate of violence and intimidation, and while the Provisional Electoral Council claimed voter turnout was around 60 per cent, independent sources reported a rate of 10 to 20 per cent. Jean-Bertrand Aristide was elected and took office as President for the second time in February 2001. On 1 March 2001, the Parliament approved his nominee for Prime Minister, Jean-Marie Chérestal, who resigned under criticism of his administration in January 2002. A new Prime Minister, Yvon Neptune, was sworn into office in March 2002 with a mandate to seek a resolution to the political crisis. He has since appointed a Minister responsible for facilitating dialogue and the negotiation process with the opposition.

5. The year 2001 was marked by several major security incidents in Haiti, including assaults against the Police Academy in July 2001 and against the Presidential Palace on 17 December 2001, followed, in both cases, by violence against opposition members and the media. A prison riot in the National Penitentiary in November 2001 was violently suppressed. President Aristide's "zero tolerance" policy on crime has led to increasingly repressive security measures. The general human rights situation continued to deteriorate in 2001, with growing intimidation and attacks on journalists and human rights activists. In his final report of March 2001 to the Commission on Human Rights (E/CN.4/2001/106), the outgoing independent expert on the situation of human rights in Haiti, Adama Dieng, deplored the deterioration of the administration of justice and found that the situation of political polarization was creating a breeding ground for daily violence. In March 2002, the Secretary-General appointed a new independent expert on the situation of human rights in Haiti, Louis Joinet.

6. Following the closure of the International Civilian Support Mission in Haiti (MICAH) in February 2001 and the departure of the Special Representative of the Secretary-General for Haiti, OAS has taken the lead responsibility for providing international support for the negotiation process between the ruling party and Democratic Convergence (a 15-member opposition party coalition) on reaching

an agreement to end the political crisis. Numerous good offices and mediation missions, headed either by the Secretary-General or the Assistant Secretary-General of OAS, took place throughout 2001. However, little progress was made. On 5 June 2001, the General Assembly of OAS adopted resolution AG/RES.1831 (XXI-0/01), entitled "Support for democracy in Haiti", in which the Assembly called upon the parties to commit themselves to the resolution of the crisis. The resolution also invited the Secretary-General of OAS to establish a Group of Friends of Haiti from among interested OAS member States and permanent observers in order to assist him in his efforts. The Group of Friends was established in September 2001.

7. On 16 January 2002, the Permanent Council of OAS adopted resolution CP/RES.806 (1303/02), entitled "The situation in Haiti", in which it called for the restoration of a climate of security necessary for resuming political negotiations, including a thorough and independent inquiry into the events related to 17 December 2001, and decided to establish an OAS mission for strengthening democracy in Haiti. Pursuant to that resolution, the Government of Haiti transmitted an official invitation to the Inter-American Commission on Human Rights to undertake an on-site visit to consult with civil society, political parties and the Government in order to assess the human rights situation in Haiti. A preliminary delegation went to Haiti from 19 to 22 February 2002. On 1 March 2002, an agreement between OAS and the Government of Haiti was concluded on the mission's mandate, which would cover security, justice, human rights and the development of democracy, good governance, and institution-building. A commission of independent investigators arrived in Haiti at the beginning of April 2002 to start inquiring into the events related to 17 December 2001 and the full mission was expected to set up its operations by the end of April 2002.

8. Meanwhile, there has been noticeable improvement in the relations between Haiti and the Dominican Republic. The international Hispaniola Fund was conceived to re-direct debt relief from bilateral donors towards Haitian-Dominican bilateral development projects, focusing in particular on the alleviation of poverty within border zones. Several official exchanges and meetings of high-level delegations were held throughout the year, leading to a presidential summit on 16 January 2002. On 8 April 2002, Haitian President Jean-Bertrand Aristide and Dominican President Hipólito Mejía made a joint announcement on the creation of a free trade border zone between the two countries.

## General economic situation since 2001

9. The deepening of the political crisis and the significant withdrawal of foreign aid to Haiti has contributed to a deterioration of the economic situation since the summer of 2001. Almost all macroeconomic indicators are in the red. The International Monetary Fund (IMF) reported that it had not been able to conclude discussions with the Haitian authorities on a staff-monitored programme for Haitian fiscal year 2001-2002 (ending on 30 September). The Haitian gourde has fallen to an exchange rate of approximately G26:US$ 1 (from around G20:US$ 1 in 2000, and G16:US$ 1 in 1997). However, because of a contraction in demand, the average inflation rate has been moderate (12 per cent, against 19 per cent in 2000) and fell to approximately 8 per cent in December 2001, partly reflecting the very weak state of the economy. Economic growth was negative in 2001 (-1.7 per cent, against 1.2 per cent in 2000) and the informal sector has continued to expand. The availability and quality of basic social services continued to degrade, while the budget deficit financed by the Central Bank increased from G1.99 billion to G2.25 billion. However, the previous years' trend of diminishing public revenues was slightly reversed and public revenues as a percentage of gross domestic product increased in 2001. In July 2001, CARICOM inaugurated an office in Haiti to provide assistance for the country's integration into the Caribbean common market.

10. The brunt of the worsening political and economic crisis is being borne by the poor in Haiti. In its Human Development Report 2001, the United Nations Development Programme (UNDP) estimated Haiti's human development index to be 0.467, far below the regional average of 0.760 for Latin America and the Caribbean. About one half of the Haitian population lives in income poverty and suffers from food insecurity, while 30 per cent lives under conditions of extreme poverty. About three quarters of the poor (both in terms of income and extreme poverty) live in rural areas.

11. Citing research on governance and social justice in the Caribbean, the World Bank suggests that Haiti is an extreme case of a country caught in a vicious circle in which unemployment, inequality and poor education feed into lawlessness and violence, making it difficult for the economy to grow and create jobs, thus perpetuating the unemployment and inequality. Low public sector capacity is another serious obstacle to aid absorption. Haiti also suffers from basic structural impediments to development, including lack or poor quality of basic education, severely weak infrastructures and environmental degradation, as well as significant urban migration.[2]

### Official development assistance to Haiti

12. The absence of progress in the political negotiations and the lack of legislative legitimacy following the contested elections have had increasingly adverse effects on the country's eligibility for official development assistance. Combined ODA for Haiti continued to fall to an estimated $225 million in fiscal year 2000/2001, almost half of that disbursed in fiscal year 1997/1998. Furthermore, it is projected to decline further to an estimated $138 million in fiscal year 2001/2002.[3] World Bank lending has been blocked since 1997 and its remaining projects have been cancelled.[4] Permanent World Bank representation was withdrawn from the country in June 2001 and since then, the Bank has managed its limited engagements in Haiti through a liaison office based in the Dominican Republic. The Inter-American Development Bank has also significantly reduced its disbursements. The European Union and all major bilateral cooperation agencies have reduced their development assistance and largely rechannelled funding through NGOs and civil society organizations.

13. In a recent assessment of its assistance to Haiti from 1986 to 2001, the World Bank has concluded that, based on both its impact and the ratings of its individual components, the outcome of its assistance programme has been unsatisfactory, the institutional development impact, negligible and the sustainability of the few benefits that have accrued, unlikely. Its analysis concludes that, until recently, the Bank and other donors offered traditional assistance programmes without first addressing fundamental governance problems and political barriers to development, including an extremely fragile absorptive capacity.[5]

14. During a Haiti Contact Group meeting chaired by the World Bank in February 2002, three conditions were established by donors for the re-engagement of development assistance in Haiti: (1) resolution of the political crisis in a manner satisfactory to OAS; (2) establishment of a track record of prudent macroeconomic management, as demonstrated by at least six months of adherence to a staff-monitored programme with IMF; and (3) demonstration of commitment to good governance through reforms in public expenditure management and in sectors key to sustainable development and poverty reduction.

15. In contrast, while supporting calls for resolution of the political crisis in Haiti and efforts made by the OAS in this regard, CARICOM has urged the international community to release development aid to Haiti on less conditional terms. Following a CARICOM special mission to Haiti, which took place from 28 to 31 January 2002, the heads of Government of CARICOM countries urged the international community to release funds to Haiti in view of the steps taken by the Government of Haiti to establish an environment of confidence in Haiti. They called for the use of these funds initially to support the strengthening of the democratic pillars of governance as well as to provide humanitarian relief to the population, particularly in the fields of education and health.

## II. Overview of United Nations system development activities

### Role of the Resident Coordinator

16. The outgoing Resident Coordinator was reassigned and withdrew from his functions in Haiti in July 2001. In August 2001, the candidacy of a new Resident Coordinator was presented to the Haitian Government, which gave its approval in December 2001. In the meantime, a serious crisis developed rapidly in the country posting of the designated Resident Coordinator, preventing him from taking up his duties in Haiti. He is now expected to enter on duty in Haiti in June 2002. The representatives of the United Nations Children's Fund (UNICEF) and the United Nations Population Fund (UNFPA) have in turn assumed interim responsibility for the functions of

Resident Coordinator, while the representative of the Food and Agriculture Organization of the United Nations (FAO) has acted as interim Designated Security Official.

17. Prior to his departure, the outgoing Resident Coordinator had placed significant emphasis on the completion of the United Nations Development Assistance Framework (UNDAF) document and its approval by the Haitian Government. Following the termination of the MICAH mandate in February 2001, he focused on the implementation of mechanisms for ensuring a smooth and efficient post-MICAH transition.

18. Since July 2001, there have been several important initiatives established under the leadership of the two successive interim Resident Coordinators. These include the organization of a coordination meeting between the United Nations country teams of Haiti and the Dominican Republic in October 2001 and the preparation of the United Nations coordination work plan for the year 2002 with a focus on the implementation of UNDAF. Owing to its special role in the post-MICAH transition phase and its responsibility for providing a degree of institutional memory to the United Nations system in Haiti, UNDP has continued to follow the development of the political situation, in particular through regular contact with OAS and, since March 2002, as an observer to the OAS Group of Friends. UNDP also participated in the Haiti Contact Group meeting organized by the World Bank in Washington, D.C., in February 2002.

## Role of UNDP in post-MICAH activities

19. In his report dated 9 November 2000 (A/55/618), the Secretary-General recommended that, while MICAH was closing business, UNDP should ensure a transition in the field of the consolidation of the rule of law. The Security Council, in a press release of 13 February 2001, also called for such an involvement. Building upon the achievements of the Mission, UNDP prepared a post-MICAH transition programme, aimed at strengthening the rule of law and supporting justice reform, access to justice and the promotion of human rights. This programme was officially approved by the Government of Haiti in April 2001 and presented to the UNDP international development partners in New York that same month.

20. The closure of MICAH and the gradual implementation of the UNDP transition programme took place under difficult circumstances, marked by (i) a worsening of the electoral and political crisis in Haiti, with increased polarization of the different political actors; (ii) in response, a sharp drop in ODA budgets and/or their redirection through NGOs and civil society organizations; and (iii) the near complete withdrawal of bilateral donors' support to the rule of law area. The post-MICAH transition programme was launched without the allocation of any additional resources. It has therefore proved impossible to implement the full range of activities originally foreseen. However, since then, UNDP has secured some additional funding and support from Canada, Sweden and the United Nations Volunteers. In parallel, a six-month project was initiated jointly with the Office of the United Nations High Commissioner for Human Rights to assess the human rights situation in Haiti.

21. The principal results achieved to date within the UNDP post-MICAH transition programme include the following:

- **Justice**: completion of a needs assessment of the Ministry of Justice and Public Security; provision of support for the elaboration of internal regulations and of an organic law for the ministry; completion of a chronological index of all legislation adopted since 1804; establishment of pilot support programmes in three regional jurisdictions; establishment of a commission for the strengthening of the penal chain; provision of support for the strengthening of the civil registry system; completion of a study on Haitian customary law;
- **Ombudsman Office (Office de la protection du citoyen)**: provision of support for the drafting of an organic law for the Ombudsman Office and for the preparation of a strategic development plan; training of Office managers and staff;
- **Civil society**: provision of support for the establishment of a coordinating committee regrouping major human rights organizations; capacity-building of these organizations;
- **Reform of prison administration**: provision of support for the operationalization of a system of internal regulations; continued training of penitentiary agents; strengthening of information management systems;

- **Preservation of institutional memory**: organization and filing of documents of the International Civilian Mission in Haiti and of MICAH.

Activities in support of the Haitian National Police were suspended in January 2002. These activities had been developed in coordination with those of other bilateral and multilateral partners and were ceased as a result of the withdrawal of MICAH and of the principal bilateral partners from the National Police.

22. A system of coordination of programmes and activities should now be established between UNDP and the new special mission of OAS to strengthen democracy in Haiti.

## Main activities carried out by United Nations agencies

23. During 2001, UNDP prepared a new country cooperation framework for the years 2002-2006, establishing three main programming areas: governance, poverty and environment. In the area of governance, UNDP has continued to support the strengthening of the rule of law and justice reform in Haiti in the framework of the post-MICAH transition programme. It has also maintained support to the development of a national decentralization programme and, together with the United Nations Capital Development Fund, has supported a pilot project in local governance in the North-Eastern Department.

24. In the area of poverty reduction and in cooperation with the International Labour Organization, UNDP supported a national programme for the promotion of productive employment and combating social exclusion, which provided assistance for microfinance projects. In 2001, UNDP also continued its work on a national Living Standards Survey, due for release in 2002, and undertook the preparation of a national Human Development Report for the first time. Under its environment programme, UNDP continued its support to the development of national environmental action and disaster management plans.

25. In 2001, FAO continued to implement its Special Programme for Food Security in Haiti, which included the dissemination of appropriate technology that significantly increased yields of food staples and related revenues. In collaboration with the World Food Programme (WFP), FAO continued its support for watershed planning as well as the restoration and conservation of natural resources. FAO also continued its capacity-building efforts in support of national regulation of the import and export of food products.

26. WFP carried out an evaluation of its ongoing Country Programme and prepared a new Country Strategy Outline, presented to its Executive Board in October 2001. A four-day workshop on WFP policy on food aid and development took place during the reporting period, with the participation of United Nations agencies, government officials and NGO counterparts. WFP also organized a round table on girls' education and two workshops on gender issues.

27. UNFPA was engaged in programming for maternal mortality and reproductive health activities, including support for the elaboration of reproductive health indicators. It has also provided capacity-building to improve the collection, analysis, monitoring and dissemination of basic population and development data. UNFPA provided support for the development of various national plans, including health reform and HIV/AIDS. In coordination with UNICEF, UNFPA supported a project to reduce maternal transmission of HIV/AIDS. It also worked with the Ministry of Women's Affairs in the development of a gender mainstreaming strategy.

28. UNICEF and the World Health Organization/Pan American Health Organization (WHO/PAHO) coordinated a successful national immunization campaign during 2001 in which over 3 million children from 0 to 9 years of age were vaccinated against polio and measles. UNICEF, WHO/PAHO and UNFPA also supported the development of a National Strategy on Childhood Diseases. All resident United Nations agencies assisted with national preparations for the Special Session of the United Nations General Assembly on HIV/AIDS and participated in the development of a National HIV/AIDS Strategy. Among other activities, essential medicines and prophylactics have been provided to government agencies and NGOs operating in impoverished urban and rural areas for distribution to marginalized populations.

29. The United Nations Educational, Scientific and Cultural Organization and UNICEF provided support for the development of a national "Education For All" action plan and, in cooperation with UNFPA, for the development of a sexual and reproductive health

curriculum for primary and secondary schools. WHO/PAHO, UNFPA, UNDP, WFP and UNICEF participated in a regional conference on domestic violence in December 2001.

30. In November 2001, in coordination with UNDP, the Office of the High Commissioner for Human Rights established a six-month mission for assistance to Haiti in the field of human rights, which includes the provision of technical assistance and the completion of a needs assessment for institutional capacity-building and human rights monitoring in Haiti.

## III. Progress towards the elaboration of a long-term programme of support

### Status of UNDAF

31. Following a consultation process undertaken with a range of development partners, including all resident agencies of the United Nations system, the UNDAF document was presented to the Haitian Government, which gave its approval before publication in June 2001. The document was also presented to the bilateral and multilateral aid agencies.

32. The overall objective of UNDAF, which serves as a guideline for the assistance provided by the United Nations system to Haiti during the period 2002-2006, is to promote sustainable human development by combating poverty and social exclusion, by strengthening the rule of law and through the promotion, respect and protection of human rights. During this period, the United Nations system in Haiti will concentrate its efforts on the implementation of three overarching programmes:

(a) Governance, with the objective of contributing towards the democratization of society at both the national and grass-roots levels;

(b) Basic social services, with the objective of improving the living conditions of the population as a result of the provision of increased opportunities that expand the potential and capabilities for human development;

(c) Food security and sustainable rural development, with the objective of contributing to the food security of the population within the framework of sustainable rural development.

33. The United Nations country team developed an UNDAF implementation and monitoring mechanism that foresees the creation of a steering committee, a coordination team and three technical units. This mechanism was approved by the country team in September 2001 and is in the process of being established. Inter-agency operational coordination mechanisms will be established following the identification and approval of joint programming areas, while respecting the geographic intervention areas identified in the UNDAF document.

34. In parallel with the launch and implementation of UNDAF and following General Assembly resolutions 47/199 and 50/120, the agencies of the United Nations Development Group have harmonized their programming cycles to conform to the 2002-2006 UNDAF period.

### The World Bank/IMF and the Poverty Reduction Strategy Paper

35. It is recalled that in mid-2000, the Government of Haiti, IMF and the World Bank began discussion on the preparation of an interim Poverty Reduction Strategy Paper (PRSP) that would have supported the collection and processing of information needed to launch the formulation of a comprehensive PRSP. This process became stalled in part owing to the inability of the World Bank and the Government to agree on reforms in public expenditure management in sectors key to sustainable development and poverty reduction. The exploratory mission of IMF and the World Bank, initially planned for the summer of 2000, did not take place because of the unresolved political and electoral crisis. Given the dearth of social statistics in Haiti and the time required to collect them and thus to be able to define the detailed indicators and benchmarks for the PRSP, IMF and the World Bank estimated that the formulation of a comprehensive PRSP would only be possible within two years' time, after a poverty assessment has been carried out to identify the basic data.

36. In the meantime, there has been an improvement in the available data on which to develop a PRSP as a result of the completion of a national household budget survey in 2000 and a national household living standards survey in 2001. UNDP has provided assistance to the National Institute of Statistics of Haiti to reorganize the social data available in the statistical

units of several ministries. From these surveys, many relevant indices have been developed, including the human and income poverty indices as well as poverty lines, which are elements required for a more complete poverty assessment. The Government itself has tried to develop a poverty map on the basis of information drawn from the field and is preparing the general census that will update data going back to 1981. The Government also conducted a series of national consultations on a draft country strategy. At a Contact Group meeting in February 2002, donors agreed that the technical work to gather data on poverty and social indicators should continue and, in this context, expressed support for a World Bank poverty monitoring mission conducted at the end of February 2002.

37. These initiatives also build on the findings of the United Nations-led Common Country Assessment, completed in October 2000, especially with regard to governance and poverty reduction.

## IV. Observations

38. As it has previously been stressed in reports submitted to the Council on the same agenda sub-item (E/2000/63 and E/2001/67), the resolution of the political, electoral and institutional crisis existing in Haiti since 1997 is a prerequisite for the formulation and implementation of a long-term programme of support with the Government.

39. The resident agencies of the United Nations have completed the Common Country Assessment and the United Nations Development Assistance Framework in Haiti, which are important tools for any long-term development plan. However, the current political context and the continued decline of official development assistance to Haiti prevent any significant additional step forward in this process.

40. Efforts currently made by OAS to assist the Government of Haiti in bringing an end to this crisis may open the way for a more favourable environment for international assistance to Haiti. The consideration of a long-term programme of support by international development partners very much depends on the outcome of this initiative.

## V. Recommendations

41. **In view of the foregoing, the Economic and Social Council may wish to consider whether it should continue to be kept regularly informed of progress achieved in the elaboration of a long-term programme of support to Haiti or decide to subordinate its consideration of the matter to positive developments in the political situation of the country.**

*Notes*

[1] See Security Council resolution 1212 (1998) of 25 November 1998.

[2] World Bank, Haiti: Country Assistance Evaluation, Operations Evaluations Department, 22 January 2002.

[3] World Bank, Red Book, draft 2001.

[4] World Bank, Fast Track Brief: Haiti Country Assistance Evaluation, 19 October 2001.

[5] Ibid.

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**Integrated and coordinated implementation of and follow-up to major United Nations conferences and summits: integrated and coordinated implementation of and follow-up to major United Nations conferences and summits**

# Integrated and coordinated implementation of and follow-up to the outcome of the major United Nations conferences and summits, including the Millennium Summit

## Report of the Secretary-General***

*Executive summary*

The present report will be considered by the Economic and Social Council at its substantive session of 2002 as well as by the General Assembly at its fifty-seventh session. Section I analyses how the three-tiered system for the follow-up to and review of conferences has functioned in 2001-2002 and looks into the specific roles of the Assembly, the Council and the functional commissions in conference follow-up. It addresses the follow-up process launched by the Council in 2000-2001 to improve the reviews of conferences at intergovernmental level and provides elements to support the Assembly at its fifty-seventh session in examining how best to address the reviews of the implementation of the outcomes of the major United Nations

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*** The document was submitted late to the conference services without the explanation required under paragraph 8 of General Assembly resolution 53/208 B, by which the Assembly decided that, if a report is submitted late, the reason should be included in a footnote to the document.

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conferences and summits of the 1990s in the economic and social fields (Assembly resolution 56/211).

Section II discusses the importance of integrating the follow-up to the Millennium Summit with the follow-up to other conferences and summits and reviews the role of the Economic and Social Council and the functional commissions in this regard. Particular attention is paid to the global campaign for the millennium development goals.

Section III addresses recent developments in conference follow-up, notably challenges posed in the areas of gender mainstreaming and implementation of the Programme of Action for the Least Developed Countries for the Decade 2001-2010. Finally, the report reflects on the role of the Economic and Social Council in enhancing policy coherence in the follow-up processes of the International Conference on Financing for Development and the World Summit on Sustainable Development.

# Contents


| | | Paragraphs | Page |
|---|---|---|---|
| | Introduction | 1–3 | 4 |
| I. | Follow-up to major United Nations conferences and summits at the intergovernmental level | 4–27 | 4 |
| | A. Possible steps for improving conference reviews at intergovernmental level | 4–8 | 4 |
| | B. Functioning of the three-tiered system in 2001-2002 in reviewing conferences | 9–20 | 5 |
| | 1. General Assembly | 10 | 5 |
| | 2. The role of the Council in follow-up to United Nations conferences | 11–13 | 5 |
| | 3. The functional commissions | 14–20 | 5 |
| | C. Participation of relevant stakeholders | 21–23 | 7 |
| | D. Recommendations | 24–27 | 8 |
| II. | Follow-up to the United Nations Millennium Declaration | 28–53 | 8 |
| | A. General Assembly | 29–31 | 8 |
| | B. Possible contributions by the Council and its functional commissions | 32–43 | 9 |
| | C. United Nations system global campaign for the millennium development goals | 44–47 | 11 |
| | D. Recommendations | 48–53 | 12 |
| III. | Other developments related to conference follow-up | 54–68 | 12 |
| | A. New approach regarding follow-up to the International Conference on Financing for Development and the World Summit on Sustainable Development | 55–59 | 13 |
| | B. Special challenges in conference follow-up | 60–63 | 13 |
| | 1. Gender mainstreaming | 60–61 | 13 |
| | 2. Least developed countries | 62–63 | 14 |
| | C. New developments at the special session of the General Assembly on children and the "World Food Summit: five years later" | 64–66 | 14 |
| | D. Recommendations | 67–68 | 15 |

## Introduction

1. Since 1995, the Economic and Social Council has undertaken to promote a coordinated and integrated implementation of and follow-up to the outcomes of the major United Nations conferences and summits and the reviews of their implementation. At the general segment of its substantive session of 2001, the Council, in resolution 2001/21, reaffirmed its commitment to pursuing this goal.

2. In the same resolution, the Council also reiterated its commitment to assisting the General Assembly in its overall responsibilities in follow-up to the United Nations Millennium Declaration[1] and the outcomes of major United Nations conferences and summits and the reviews of their implementation. The Council decided to strengthen the links with the relevant functional commissions and other relevant bodies of the United Nations system in follow-up to conferences and summits, by reviewing progress in the implementation of cross-cutting issues, and to strengthen links with the Assembly by bringing to its attention overall policy issues that might emerge from such follow-up and might require the Assembly's consideration. In this context, the Council requested the Secretary-General to prepare a report on the implementation of resolution 2001/21, ensuring full integration between the review and follow-up processes of the Millennium Summit and of other conferences and summits.

3. The present report has been prepared in response to that request. It also responds to Council resolution 2001/42, in which the Council requested the Secretary-General to report to the Council in 2002 on the global campaign for poverty eradication.

## I. Follow-up to major United Nations conferences and summits at the intergovernmental level

### A. Possible steps for improving conference reviews at intergovernmental level

4. In its agreed conclusions 1995/1[2] and 2000/2[3] as well as relevant resolutions, the Council has been providing guidance to the United Nations system on how to ensure a coordinated and integrated follow-up to major United Nations conferences and summits. Year after year, it has provided guidance to the United Nations system organizations on working together in a coordinated way in countries and at intergovernmental level to help implement and follow up major conferences and summits.

5. In 2000, the Council undertook a comprehensive assessment of the progress made within the United Nations system, through the conference reviews, in the promotion of an integrated and coordinated implementation of and follow-up to major United Nations conferences and summits in the economic, social and related fields and launched a process to improve the reviews of conferences at intergovernmental level. A number of options have been put forward by the Secretary-General for improving the review of conferences at intergovernmental level.[4] As specific follow-up to agreed conclusions 2000/2, the Secretary-General prepared a report (E/2001/73), which was considered by the Council at the general segment of its substantive session of 2001. At the same segment, the Council adopted resolution 2001/21.

6. The Council, in resolution 2001/21, recommended that the General Assembly consider how best to address the issue of comprehensive conference follow-up. In response to Council resolution 2001/21, the Assembly, in resolution 56/211, decided to examine how best to address the reviews of the implementation of the outcomes of the major United Nations conferences and summits of the 1990s, in the economic and social fields, including their format and periodicity. The Assembly also decided to include in the provisional agenda of its fifty-seventh session an item on the subject and requested the Secretary-General to make available to it the present report.

7. The Council will take into account the policy guidance that the General Assembly provides during its fifty-seventh session. In preparing its guidance, the Assembly might wish to encourage the Council to further enhance its role in conference follow-up. The Council has a key role with respect to promoting an integrated and coordinated approach to conferences, notably the goals of the International Conference on Financing for Development and the upcoming World Summit on Sustainable Development. It is a key actor in maintaining the focus on the implementation of goals of conferences, which are important means for achieving the millennium development goals.

The Council notably pursues this role by addressing cross-cutting themes of conferences.

8. The Council will continue to draw the attention of the General Assembly to obstacles and constraints as well as to new challenges identified by the reviews that affect progress towards conference goals.[5]

## B. Functioning of the three-tiered system in 2001-2002 in reviewing conferences

9. The Council, in resolution 2001/21, recalled that the General Assembly, the Council and the relevant functional commissions or other relevant bodies of the United Nations system would continue to play, within their respective mandates, the primary role with regard to follow-up and in coordinating and implementing the outcomes of the United Nations conferences and summits. Within this three-tiered structure, the Council and the functional commissions are supporting the Assembly, as the chief deliberative and policy-making organ of the United Nations, in its overall responsibilities in reviewing the outcome as well as the implementation of conferences.

### 1. General Assembly

10. Since the adoption of the United Nations Millennium Declaration, the General Assembly, in addition to following up major United Nations conferences and summits, has been focusing notably on assessing progress towards implementing the Millennium Declaration (see sect. II.A. below).[6] The goals and targets of the Millennium Declaration are closely linked with the key objectives agreed upon at major United Nations conferences and summits. The follow-up process to the Millennium Summit thus creates new opportunities to reinforce the key objectives of other conferences and to accelerate momentum for their implementation.

### 2. The role of the Council in follow-up to United Nations conferences

11. The Council reviews progress in the implementation of issues common to all conferences during its annual coordination segment.[7] The Council's annual high-level segments, which result in ministerial declarations, also provide guidance to the international community, the functional commissions and the United Nations system on key issues relating to the follow-up to conferences.[8] The following theme has been selected for the 2002 high-level segment: "The contribution of human resources development, including in the areas of health and education, to the process of development". The Council thus will be able to contribute to the discussion of the General Assembly on the treatment and prevention of communicable diseases, which will be one of the themes of the 2002 report of the Secretary-General on the follow-up to the United Nations Millennium Declaration.

12. The Council also focuses on cross-cutting issues of conferences when it reviews the work of its functional commissions on the basis of the consolidated report of the Secretary-General on the work of the functional commissions. This report is a means of facilitating the Council's role of providing overall policy guidance to the commissions on key goals common to all conferences. It can be used to ensure that all functional commissions provide a substantive and focused contribution to overarching goals, such as poverty eradication, sustainable development and gender equality.

13. Follow-up to and implementation of agreed conclusions 2000/2 require an ongoing commitment on the part of the Council, its functional commissions and the entities of the United Nations system to work in a coordinated fashion towards cross-cutting conference goals and to adhere to the guidance provided by the General Assembly and the Council (see E/2001/73, paras. 15-23). The Council will further enhance its role in promoting a coordinated follow-up to conferences along the lines identified in its recent agreed conclusions and resolutions on conference follow-up.[9]

### 3. The functional commissions

14. In resolution 2001/21, the Council underlined the specific responsibilities of the relevant functional commissions and other relevant bodies of the United Nations system, in reviewing and assessing progress achieved, lessons learned and problems encountered in the implementation of the outcomes of major United Nations conferences and summits. The Council should keep under review any proposal made by the functional commissions to improve the review of conferences and summits.

15. The Commission on the Status of Women, for instance, has undertaken its responsibilities in follow-up to the Fourth World Conference on Women (Beijing,

1995) through a multi-year programme of work which covers the period 2002-2006. This multi-year programme provides a framework to assess the progress achieved in the implementation of the Beijing Platform for Action[10] and the outcome document of the twenty-third special session of the General Assembly (2000),[11] and aims at ensuring their effective implementation through more practical and action-oriented initiatives and outcomes. In 2005, the Commission will undertake a review of the implementation of the Beijing Platform for Action and the outcome documents of the special session of the Assembly, and deal with current challenges and forward-looking strategies for the advancement and empowerment of women and girls.

16. The Commission on Sustainable Development is devoting its tenth session (2002) to the 10-year review of progress achieved in the implementation of the outcome of the United Nations Conference on Environment and Development (Rio de Janeiro, 1992). In resolution 55/199, the General Assembly decided that the Commission at its tenth session should meet as an open-ended preparatory committee for the 10-year review and mapped out the framework for the preparatory process of the 10-year review. In the same resolution, the Assembly decided to organize the 10-year review at the summit level to reinvigorate the global commitment to sustainable development, and to call the Summit the World Summit on Sustainable Development. The Summit will be held in Johannesburg from 26 August to 4 September 2002. Responsibilities of the Commission acting as the preparatory committee for the Summit, include, inter alia: (a) to identify major accomplishments and lessons learned in the implementation of Agenda 21;[12] (b) to identify major constraints hindering the implementation of Agenda 21, propose specific time-bound measures to be undertaken, and institutional and financial requirements, and identify the sources of such support; (c) to address new challenges and opportunities that have emerged since the United Nations Conference on Environment and Development, within the framework of Agenda 21; and (d) to address ways of strengthening the institutional framework for sustainable development and evaluate and define the role and programme of work of the Commission.

17. The Commission for Social Development has the primary responsibility for the follow-up to and review of the implementation of the outcome of the World Summit for Social Development (Copenhagen, 1995) and the twenty-fourth special session of the General Assembly (2000). When deciding on its first multi-year programme of work for the years 1997-2000, the Commission recognized that the core issues of the Social Summit were interrelated and interdependent. In 2001, the Commission adopted a multi-year programme of work for the period 2002-2006, which was designed to give further in-depth consideration to several important core themes of the Social Summit and the special session. The exact modalities for the Commission's 10-year review in 2005 have yet to be determined. However, at its forty-third session in 2005, the Commission will consider the priority theme "Review of further implementation of the Social Summit and the outcome of the twenty-fourth special session of the General Assembly", in accordance with its multi-year programme of work. A decision by the Assembly or the Council on the coordinated implementation of and follow-up to all major United Nations conferences and summits could impact the Commission's 10-year review. The Assembly at its twenty-fourth special session specifically requested the Council to consider, through the Commission, ways of sharing experiences and practices in social development, so as to assist Member States in the development of policies to promote the goals of the Social Summit.[13]

18. The Commission on Population and Development monitors the implementation of the goals and objectives of the Programme of Action of the International Conference on Population and Development (Cairo, 1994).[14] The five-year review of progress in the implementation of the Programme of Action during the twenty-first special session of the General Assembly (1999) showed that the implementation of the recommendations of the Programme of Action had yielded positive results but that for some countries and regions, progress had been limited and in some cases, setbacks had occurred. The special session adopted a set of key actions for the further implementation of the Programme of Action of the International Conference on Population and Development.[15] The second quinquennial review and appraisal of the implementation of the Programme of Action is scheduled for 2004. Preparations for a report is in progress, taking into account the views of Member States.

19. The Commission on Human Rights at its fifty-eighth session (2002) adopted, on 25 April 2002, with regard to the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance (Durban, 2001), resolution 2002/68 entitled "Racism, racial discrimination, xenophobia and related intolerance", in which the Commission addressed the issue of the comprehensive implementation of and follow-up to the Durban Declaration and Programme of Action (see A/CONF.189/12 (Part I), chap. I). The Commission decided, inter alia: (a) to establish an intergovernmental working group on the effective implementation of the Durban Declaration and Programme of Action, and on the preparation of complementary international standards; (b) to establish a working group of five independent experts on people of African descent; (c) to establish a voluntary fund to provide additional resources for, inter alia, the effective implementation of the Durban Declaration and Programme of Action; and the participation of people of African descent, representatives of developing countries, non-governmental organizations and experts in the open-ended sessions of the Working Group on People of African Descent; and (d) to include in its agenda a separate item entitled "Comprehensive implementation of and follow-up to the Durban Declaration and Programme of Action".

20. As requested in the Political Declaration (para. 20),[16] adopted by the General Assembly at its twentieth special session devoted to countering the world drug problem together (1998), the Commission on Narcotic Drugs receives biennial reports on efforts by countries to meet the goals and targets for 2003 and 2008 agreed to at the twentieth special session. The Commission provided further guidance on the preparation of subsequent reports in its resolution 44/2.[17] At its forty-fifth session in March 2002, the Commission decided[18] that the theme of the ministerial-level segment in 2003 should be the assessment of the progress achieved and the difficulties encountered in meeting the goals and targets set out in the Political Declaration adopted by the Assembly at its twentieth special session. The resolution also provides for the issuance of a joint ministerial statement as a conclusion of the ministerial-level segment which will be submitted to the Assembly, together with the report of the Commission in 2003 on the progress achieved in meeting the goals and targets set out in the Political Declaration.

## C. Participation of relevant stakeholders

21. In agreed conclusions 2000/2 (para. 19), the Council stressed the importance of the involvement and participation of relevant actors of civil society in each conference review. Likewise, the General Assembly, in resolution 55/162 on the follow-up to the outcome of the Millennium Summit, called for enhanced partnership and cooperation with national parliaments as well as civil society, including non-governmental organizations and the private sector, to ensure their contribution to the implementation of the United Nations Millennium Declaration.

22. Representatives of non-governmental organizations and other stakeholders participate in the work of the functional commissions, for example, in general debates, or interactive dialogues, or as members of panels. For instance, during its session in 2002, the Commission for Social Development included a non-governmental organizations dialogue segment under its priority theme. Since 1998, the Commission on Sustainable Development has held multi-stakeholder dialogues during its annual sessions. The two-day dialogue, as an integral part of the session, brings together representatives of the business community, trade unions, local authorities, the scientific community and non-governmental organizations for an exchange of views with Governments. Multi-stakeholder dialogues are also planned as part of the World Summit on Sustainable Development (Johannesburg, 26 August-4 September 2002) and have already been held during the sessions of the Commission acting as the preparatory committee for the Summit.[19] Various stakeholders have been highly active throughout the preparatory process for the World Summit.

23. The Council needs to ensure that actors of civil society, including women's groups and networks, the private sector and other stakeholders are systematically involved in its work on conference follow-up, including follow-up to the Millennium Summit. The Council's high-level and coordination segments can provide a possible forum for active participation of relevant stakeholders. The round tables held in preparation for the 2002 high-level segment on "The contribution of human resources development, including in the areas of health and education, to the process of development" and the contribution of non-governmental organizations to the segment in recent

years have been significant developments in this regard. They should be maintained in future years.

### D. Recommendations

24. **In discussing periodic conference review processes, the General Assembly may wish to take into consideration the guidance of the Council as contained in agreed conclusions and in Council resolution 2001/21 as well as the options proposed by the Secretary-General in 2000 and 2001 for effective conference review at intergovernmental level.**[20]

25. **The General Assembly may also wish to reaffirm the Council's role in promoting a coordinated follow-up to conference goals and in addressing cross-cutting conference themes as a key ingredient in conference reviews. It may wish to further stress the Council's role with respect to integrating the follow-up to the United Nations Millennium Declaration, the International Conference on Financing for Development and other conferences.**

26. **The Council should keep under review any proposal made by the functional commissions to improve the review of conferences and summits.**

27. **The Council needs to ensure that actors of civil society, the private sector and other stakeholders are systematically involved in its work on conference follow-up.**

## II. Follow-up to the United Nations Millennium Declaration

28. As outlined in the 2001 report of the Secretary-General on conference follow-up, a comprehensive assessment of progress made in achieving the socio-economic goals and targets set in the United Nations Millennium Declaration should include assessment of progress in implementation of the major United Nations conferences and summits of the 1990s and their quinquennial reviews.[21] Consideration needs to be given on how to ensure full integration between the review and follow-up processes of the Millennium Summit and of other conferences.

### A. General Assembly

29. In resolution 55/162, the General Assembly stressed the need for maintaining the political will and momentum of the Millennium Summit in order to translate commitments into concrete action and recognized the necessity for creating a framework for the implementation of the United Nations Millennium Declaration. In the same resolution, the Assembly reiterated the call to assess, on a regular basis, progress towards implementing the Millennium Declaration and requested the Secretary-General to prepare a long-term "road map" towards the implementation of the Millennium Declaration within the United Nations system to be submitted to the Assembly at its fifty-sixth session (see A/56/326).

30. The General Assembly, in resolution 56/95, recommended that the road map be considered a useful guide in the implementation of the United Nations Millennium Declaration by the United Nations system and requested the Secretary-General to prepare an annual report and a comprehensive report every five years on progress achieved by the United Nations system and Member States towards implementing the Millennium Declaration, drawing upon the road map and in accordance with resolution 55/162. The Assembly also requested that the annual reports focus on cross-cutting and cross-sectoral issues, as well as on the major areas set forth in the road map, while the quinquennial comprehensive reports examine progress achieved towards implementing all the commitments made in the Millennium Declaration. As proposed in the road map, the Secretary-General will provide reports on conflict prevention and the treatment and prevention of communicable diseases (2002); financing for development and strategies for sustainable development (2003); and bridging the digital divide and curbing transnational crime (2004). These reports will review progress in fulfilling the Millennium Declaration commitments and highlight particular themes of special significance for a given year (see A/56/326, paras. 305-306).

31. The road map contains an integrated and comprehensive overview of the current situation and outlines potential strategies for action that are designed to meet the goals and commitments set out by the United Nations Millennium Declaration. It concludes by noting that the entire United Nations family of Member States, international organizations, funds,

agencies, programmes, the private sector and civil society must join together to meet the commitments embodied in the Millennium Declaration.

## B. Possible contributions by the Council and its functional commissions

32. Within the United Nations system, the Council has an important role in contributing to the progress towards the goals of the United Nations Millennium Declaration. The detailed strategies, actions and goals defined at conferences provide key means for achieving the goals of the Millennium Declaration. The Council's contribution to maintaining the focus on these goals, promoting their coordinated implementation and addressing common themes, both at intergovernmental level and in countries' development strategies, is key to achieving the millennium development goals. The Millennium Declaration has presented new challenges to the Council with respect to its role of coordinating the follow-up to major conferences and summits. At the same time, it brings together conference goals in a synthesized manner and thus provides an important tool for the Council to better organize its work in relation to conference follow-up.

33. As a main contribution to United Nations Millennium Declaration implementation, the Council would need to continue to focus on cross-cutting issues of conferences, inter alia, at the high-level, coordination and operational activities segments of its annual substantive session. It may wish to ensure that the themes it chooses for consideration at these segments have a clear link to the goals of the Millennium Declaration. The Council could ask the secretariats to highlight links to the goals of the Millennium Declaration in their reports for these segments and to identify recommendations that the Council can make to the General Assembly to assist in follow-up to the Millennium Declaration. At its 2002 high-level segment, entitled "The contribution of human resources development, including in the areas of health and education, to the process of development", the Council will, for instance, examine issues that are key to progress in achieving some of the major goals of the Millennium Declaration.

34. Furthermore, the Council's ongoing work on basic indicators contributes to harmonizing the monitoring processes for major United Nations conferences and the Millennium Summit. As proposed by the Council,[22] the Statistical Commission is serving as the intergovernmental focal point for the review of the indicators used by the United Nations system for the integrated and coordinated implementation of and follow-up to major United Nations conferences and summits at all levels.

35. The Statistical Commission at its thirty-third session thus considered the report of the Secretary-General on the harmonization of development indicators, which focuses on the statistical implications of the United Nations Millennium Declaration follow-up process (see E/CN.3/2002/25). The Commission expressed concern that, in order to reduce the reporting burden on countries, further harmonization and rationalization of indicators would be needed, in particular with respect to the recent emergence of the Millennium Declaration indicator set. It agreed to submit the report of the Friends of the Chair of the Commission on an assessment of the statistical indicators derived from United Nations summit meetings (see E/CN.3/2002/26) to the Council. The Council will also have before it a progress report of the Secretary-General on basic indicators for the integrated and coordinated implementation of and follow-up to major United Nations conferences and summits at all levels (E/2002/53).

36. It should be noted that the report of the Friends of the Chair recommended, inter alia, that the Council should recognize the need to support and develop core statistical capacity within Member States, including statistical infrastructure (para. 39), as the ability to produce consistent, reliable statistical information on an ongoing basis requires a sustained statistical capacity. The importance of effective international support in that context for developing countries was also stressed.[23] The Commission emphasized that statistical capacity-building efforts and related technical cooperation activities need to be embedded within the national framework of development policies. The Council had reaffirmed, in paragraph 3 of its resolution 2000/27, the importance of national efforts to build statistical capacity in all countries, inter alia, through statistical training.

37. In addition to the Statistical Commission, a number of other functional commissions are seeking to integrate the review and follow-up processes of the Millennium Summit and other conferences in their work. The Commission on the Status for Women, for

instance, has undertaken particular efforts to strengthen linkages between follow-up to and implementation of the Beijing Platform for Action, the outcome document of the twenty-third special session of the General Assembly (2000) and the United Nations Millennium Declaration. In its key objectives, the Millennium Declaration identified several areas of particular significance to gender equality: poverty eradication, sustainable development, peace and security, human rights, education and health. The Beijing Platform for Action and the outcome document of the twenty-third special session of the Assembly identify strategic objectives and actions that directly support achievement of the specific goals and targets of the Millennium Declaration. Submitted to the forty-sixth session of the Commission in March 2002, the Secretary-General's report on the thematic issues before the Commission (E/CN.6/2002/9) emphasized the links between the Millennium Declaration's goals in poverty eradication and gender equality, highlighting that the Millennium Declaration considered gender equality and the empowerment of women effective ways to combat poverty. The Commission, in adopting agreed conclusions on the two thematic issues, entitled "Eradicating poverty, including through the empowerment of women throughout their life cycle in a globalizing world" and "Environmental management and mitigation of natural disasters: a gender perspective", further underlined these linkages. Both sets of agreed conclusions recall the Millennium Declaration and its particular relevance to each theme. The work of the Commission in 2003 will provide further opportunities for linking the implementation of the Beijing Platform for Action and the outcome documents of the twenty-third special session with the Millennium Declaration, notably in respect of spreading the benefits of information and communication technologies to all and combating violence and discrimination against women.[24]

38. In its agreed conclusions on the priority theme entitled "Integration of social and economic policy", the Commission for Social Development at its fortieth session (2002) specifically noted that the goals of the United Nations Millennium Declaration to a large extent are derived from the commitments undertaken at the World Summit for Social Development and the twenty-fourth special session of the General Assembly (2000). Thus, while the Commission is not assigned any specific mandate in the implementation of the outcome of the Millennium Summit, its promotion of the outcomes of the Social Summit and the special session supports the implementation of the goals of the Millennium Declaration. The goal of the Millennium Declaration (para. 12) to create an environment conducive to development and to the elimination of poverty carries forward the concept of an enabling environment for development established at the Social Summit. Both the Copenhagen Declaration on Social Development[25] and the outcome of the twenty-fourth special session of the Assembly[26] contain a comprehensive catalogue of recommendations that define and promote such an enabling environment. Several of the themes of the multi-year programme of work of the Commission for 2002-2006 are directly related to the promotion of an enabling environment for development, including in particular the priority theme in 2002 entitled "Integration of social and economic policy".

39. Achieving the goal of eradicating poverty is an integral part of the ongoing follow-up by the Commission for Social Development to the Social Summit and the twenty-fourth special session. The goal of halving the proportion of people living in absolute poverty by the year 2015 contained in the United Nations Millennium Declaration (para. 19), was first adopted by the General Assembly at its twenty-fourth special session.[27] The 2006 priority theme of the Commission, "Review of the first United Nations Decade for the Eradication of Poverty (1997-2006)", will be a timely occasion for the Commission to take stock of progress towards achieving the Millennium Declaration poverty goal.

40. Since the Millennium Summit, the Commission on Sustainable Development, in implementing its programme of work, has consistently sought to align its activities with the goals and targets of the United Nations Millennium Declaration, which has figured prominently in the preparatory processes for the World Summit on Sustainable Development. The Commission, taking into account section III of the Millennium Declaration, has continued to accord priority to the support for small island developing States in implementing the Barbados Programme of Action for the Sustainable Development of Small Island Developing States[28] and in addressing the special vulnerabilities of small island developing States.

41. The objectives of the United Nations Forum on Forests are fully reflecting the goal of the United

Nations Millennium Declaration to intensify collective efforts for the management, conservation and sustainable development of all types of forests (para. 23). They specifically aim at promoting the management, conservation and sustainable development of all types of forests and strengthening long-term political commitment to this end. One of the principal functions of the Forum encompasses implementing the proposals for action of the Intergovernmental Panel on Forests and the Intergovernmental Forum on Forests, seeking political commitment and further mobilizing international resources to assist developing countries. The 2002 ministerial declaration and message from the United Nations Forum on Forests to the World Summit on Sustainable Development (A/CONF.199/PC/8, annex) reflect these strategic orientations of the Forum.

42. During the coordination segment of its substantive session of 2002, the Council will have the opportunity, under the umbrella of the overall theme on strengthening the Council, to further reflect on its role in support of the General Assembly in achieving the millennium development goals.[29]

43. A number of improvements could be made regarding documents presented to the General Assembly, the Council and their subsidiary bodies on the follow-up to conferences and summits. Currently, reports on the follow-up to conferences and summits include:

(a) Reports considered only by the General Assembly on the implementation of the United Nations Millennium Declaration, and on the follow-up to individual conferences;

(b) Reports considered only by the Council on (i) a cross-cutting theme of conferences (coordination segment), (ii) the coordinated follow-up to conferences (general segment), and (iii) individual conferences (for example, Fourth World Conference on Women, United Nations Conference on Human Settlements (Habitat II) or World Summit on the Information Society) (general segment). The reports of the functional commissions also address the follow-up to the conferences within their area of responsibility;

(c) Thematic or general reports presented to the functional commissions on the follow-up of the conference(s) within their area of responsibility.

A greater effort should be made to build a clearer architecture among these reports, and to ensure that they follow a similar format and approach.

## C. United Nations system global campaign for the millennium development goals

44. The General Assembly at its twenty-fourth special session invited the Council to consolidate the ongoing initiatives and actions established in the outcome of the World Summit for Social Development, the first United Nations Decade for the Eradication of Poverty (1997-2006) and the recommendations contained in the outcome document of the twenty-fourth special session with a view to launching a global campaign to eradicate poverty to achieve this goal. The Council decided to keep the global campaign for poverty eradication under review in the context of its work on coordinated follow-up to major United Nations conferences and summits.[30] The note by the Secretariat on a global campaign for poverty eradication (E/2001/84), submitted to the Council at its substantive session of 2001, had recognized the wide-ranging scope of the recommendation of the twenty-fourth special session of the Assembly to launch a global campaign to eradicate poverty and identified two broad components through which the Council could articulate its action (para. 3). Most recently, the International Conference on Financing for Development formally endorsed the Monterrey Consensus (A/CONF.198/11, chap. I, resolution 1, annex) which supports "the United Nations in the implementation of a global information campaign on the internationally agreed goals and objectives, including those contained in the Millennium Declaration" (para. 71).

45. In view of the central place that poverty eradication occupies among the goals of the United Nations Millennium Declaration, the intention is to pursue the global campaign on poverty eradication as an integral part of a broader global campaign for the millennium development goals. This integration was strongly supported by the United Nations System Chief Executives Board for Coordination (CEB) at its first regular session of 2002. Preparatory work is well under way for the launching of the global campaign for the millennium development goals. The campaign is managed by the Administrator of the United Nations Development Programme (UNDP) as Chair of the

United Nations Development Group (UNDG), whom the Secretary-General asked in December 2001 to act as "campaign manager" for the millennium development goals within the United Nations system.

46. The campaign will build on, inter alia, global and country reporting, supported by the Department of Economic and Social Affairs of the United Nations Secretariat and UNDP respectively, and leading to the submission by the Secretary-General to the General Assembly of annual reports on the implementation of the millennium development goals. In addition, there will be global and national information campaigns. Finally, at the request of developing countries, United Nations operational activities for development will support countries in reaching the millennium development goals. Agencies and other bodies within the United Nations system will be fully engaged in this work, as a crucial component of the ongoing effort to enhance coordination in the United Nations system through the commitment of all agencies to a common, coherent vision and agenda.

47. For its part, UNDG, as a first step, has established a working group that will be the hub for relevant work associated with the millennium development goals. The working group is linked to, and will be working closely with, as appropriate, other key groups and networks within the United Nations system such as the inter-agency Communications Group.

### D. Recommendations

48. **The Council may wish to express its commitment to giving the highest priority to supporting the General Assembly and the system as a whole in achieving the millennium development goals, as an integral part of its work on the follow-up to major United Nations conferences and summits, inter alia, through its high-level, operational activities of the United Nations for international development cooperation, and general segments.**

49. **The Council may wish to reflect on the most effective ways of linking the review and follow-up processes of the Millennium Summit with those of other conferences and ensuring full integration among these processes. In this context, the Council may wish to pursue and elaborate proposals for ensuring greater overall coherence and consistency among the reports presented to the General Assembly, the Council and their subsidiary bodies on issues related to the conferences and summits.**

50. **The Council could encourage efforts conducted under the leadership of the Statistical Commission to harmonize indicators used by the United Nations for the integrated and coordinated implementation of conferences and summits. It could also encourage further efforts to harmonize the various development indicator sets, including the indicators for the millennium development goals.**

51. **The Council should reiterate the need to support and develop core statistical capacity within Member States, including statistical infrastructure, and urge the United Nations system, including the Bretton Woods institutions and the international community, to promote technical assistance for this purpose.**

52. **The Council may wish to encourage efforts undertaken by the organizations of the United Nations system in relation to the global campaign for the millennium development goals, focusing on the eradication of poverty, and provide further guidance to the system's contribution at the global, regional and country levels. The Council may wish to call on Member States to extend their support to this undertaking.**

53. **The Council may also wish to address its own role in the global campaign for the millennium development goals, inter alia, within the context of its role regarding the coordinated follow-up to conferences and its functions relating to policy review in operational activities. It may wish to invite the Secretary-General to report to the Council in 2003 on progress accomplished in supporting the global campaign for the millennium development goals.**

## III. Other developments related to conference follow-up

54. The International Conference on Financing for Development and the World Summit on Sustainable Development, both of which are being held in 2002, provide an opportunity for the Council to play a key

role as a central forum for the follow-up processes of these two conferences and to promote an integrated approach to their goals and those of the United Nations Millennium Declaration. The special session of the General Assembly on children and the "World Food Summit: five years later" are also being held in 2002. In addition, the Council needs to tackle the challenges posed in the areas of gender mainstreaming and implementation of the Programme of Action for the Least Developed Countries for the Decade 2001-2010 (A/CONF.191/11).

## A. New approach regarding follow-up to the International Conference on Financing for Development and the World Summit on Sustainable Development

55. The International Conference on Financing for Development (Monterrey, Mexico, 18-22 March 2002) has established a mechanism for its follow-up that is different from the mechanism of earlier conferences. The Monterrey Consensus called for making fuller use of the Council for the purposes of follow-up to the conference (para. 69). This provides a unique opportunity for the Council to become a key global platform for engaging partners on issues of development, finance, policy coherence, and aid effectiveness as well as strengthening the links among relevant institutions at the intergovernmental level.

56. An important element in this process is the special high-level spring meeting between the Council, the Bretton Woods institutions and the World Trade Organization. Since 1998, the Council's special high-level meetings with the Bretton Woods institutions have involved finance ministers in a dialogue with ministers of foreign affairs and development cooperation on the longer-term developmental impact of economic and financial change. This year's spring meeting, held on 22 April 2002, served as a forum for an exchange of views on matters related to the follow-up of the Monterrey conference. Future meetings should provide an opportunity to further address issues of coherence, coordination and cooperation between the Council, the Bretton Woods institutions and the World Trade Organization, as outlined in the Monterrey Consensus. The Council should consider how best to adjust these joint meetings to carry forward such tasks in close consultation with the organizations concerned.

57. The follow-up to the World Summit on Sustainable Development (Johannesburg, South Africa, 26 August-4 September 2002) will provide a further opportunity for the Council to advance policy coherence in the follow-up process to a major conference. A balanced approach should be taken within the United Nations system in improving the integration of the economic, social and environmental pillars of sustainable development. To achieve this goal, greater emphasis should be placed on promoting coherence in the work of intergovernmental bodies, on fostering partnerships and on strengthening the involvement of multi-stakeholders. Also in this area, stronger links should be established between the United Nations and international finance and trade institutions. The above-mentioned spring meetings between the Council, the Bretton Woods institutions and the World Trade Organization should be viewed as one of the key means of achieving more effective and efficient collaboration among these bodies, including the promotion of a coordination framework in the area of sustainable development.

58. The Council should thus consider ways of strengthening its coordination role in relation to the multisectoral dimensions of sustainable development, inter alia, through its high-level, coordination and operational activities of the United Nations for international development cooperation segments and by enhancing coherence among its functional commissions which are dealing with the various aspects of sustainable development and, more generally, by contributing to and avoiding duplication in the work of the United Nations bodies.

59. The Council has the unique opportunity of establishing effective links between monitoring arrangements for the Monterrey Consensus and the outcome of the Johannesburg Summit as well as the United Nations Millennium Declaration. During the coordination segment of its 2002 substantive session, the Council will also reflect on how to promote its role as the central forum for these follow-up processes.

## B. Special challenges in conference follow-up

### 1. Gender mainstreaming

60. In its efforts to ensure that gender mainstreaming is an integral part of all its activities in relation to

conference follow-up, the Council, in its resolution 2001/41, decided to establish, under the regular agenda item "Coordination, programme and other questions", the regular sub-item "Mainstreaming a gender perspective into all policies and programmes of the United Nations system". In the same resolution, the Council also decided to devote the coordination segment of one of its substantive sessions, before 2005, to the review and appraisal of the system-wide implementation of agreed conclusions 1997/2[51] of the Council on mainstreaming the gender perspective into all policies and programmes in the United Nations system.

61. Since the adoption by the Council in 1997 of agreed conclusions 1997/2 on gender mainstreaming, steady progress has been made at intergovernmental level and throughout the entities of the United Nations system in strengthening the integration of gender perspectives into all policies and programmes. Assessment of progress achieved at the intergovernmental level, especially by the Council's functional commissions, has been provided to the Council annually under the agenda item entitled "Social and human rights questions: advancement of women", in a report of the Secretary-General on "Follow-up to and implementation of the Beijing Declaration and Platform for Action and the outcome of the twenty-third special session of the General Assembly".[52] Assessment of progress achieved in mainstreaming a gender perspective in entities of the United Nations system has most recently been provided to the Commission on the Status of Women in a report of the Secretary-General (E/CN.6/2002/2). The newly created sub-item mentioned in paragraph 60 above will now give the Council the opportunity to systematically monitor progress made in gender mainstreaming not only by its subsidiary bodies, but also with regard to its own work, and to increase efforts to systematically reflect gender perspectives in the discussion and outcomes of all its segments. This should be facilitated by enhanced attention to gender perspectives in the reports of the Secretary-General prepared for these segments.

### 2. Least developed countries

62. In addition, the Council is addressing new developments regarding the follow-up to the Third United Nations Conference on the Least Developed Countries[53] and, in decision 2001/320 of 24 October 2001, decided to establish, under the regular agenda item entitled "Integrated and coordinated implementation of and follow-up to the major United Nations conferences and summits", a regular sub-item entitled "Review and coordination of the implementation of the Programme of Action for the Least Developed Countries for the Decade 2001-2010". In the same decision, the Council decided to consider, at a substantive session before 2005, devoting a high-level segment to the review and coordination of the implementation of the Programme of Action for the Least Developed Countries for the Decade 2001-2010, and to consider later in the decade further options for such review and coordination. The Programme of Action had requested the Council to play an important role in its review and implementation.

63. The above-mentioned new sub-item on the review and coordination of the implementation of the Programme of Action for the Least Developed Countries for the Decade 2001-2010 will be considered at the general segment of the Council's substantive session of 2002. The Council could decide to consider at its forthcoming substantive session, how to structure its review in relation to its work on the coordinated follow-up to conferences. Furthermore, in future years, the reports of the Secretary-General on the implementation of General Assembly resolution 56/227 entitled "Third United Nations Conference on the Least Developed Countries", the first of which will be submitted to the Assembly at its fifty-seventh session, could be transmitted through the Council so as to enrich the Council's debate on this newly established sub-item. For subsequent years, the Council may consider advising the Secretariat and the United Nations Conference on Trade and Development (UNCTAD) on how to best prepare for the Council's annual review as requested by the Programme of Action (para. 111).

## C. New developments at the special session of the General Assembly on children and the "World Food Summit: five years later"

64. The special session of the General Assembly on children (New York, 8-10 May 2002) will review progress achieved in improving the health, education and protection of the young people of the world, since the first World Summit for Children was held in 1990.

The Assembly at its special session is expected to discuss how investment in children contributes to global stability and peace and to commit to ways to improve child health and education as key strategies in reducing poverty. As an important follow-up to the 1990 World Summit, the review will chart the achievements and constraints of the last decade and renew the commitment and pledge for specific actions for the coming decade.

65. In its ongoing efforts to improve follow-up to major United Nations conferences and summits, the Council could take into account the outcome of the special session when reviewing the outcomes of other major United Nations conferences and summits.

66. At the same time, the Council will consider the discussions and results of the "World Food Summit: five years later". This event will be held in Rome from 10 to 13 June 2002. It will consider the progress achieved since the 1996 World Food Summit and will concentrate on ways and means to accelerate the process. It will aim for reaffirmation of commitment to the Rome Declaration on World Food Security[34] and the World Food Summit Plan of Action,[34] the two documents adopted at the 1996 Summit. A main purpose of the 2002 Summit will be to secure commitment to the international community's fundamental development goals, including the target of halving the number of hungry people in the world by 2015.

## D. Recommendations

67. **The Council may wish to consider ways and means for strengthening its capacity for developing, in consultations with the organizations of the United Nations system, effective system-wide responses to the challenges identified above.**

68. **The Council may wish to reflect on how to promote linkages between its discussions on gender mainstreaming and the review of the Third United Nations Conference on the Least Developed Countries within its overall role as the central coordinating forum for conference follow-up processes.**

*Notes*

[1] See General Assembly resolution 55/2.

[2] See *Official Records of the General Assembly, Fiftieth session, Supplement No. 3* (A/50/3/Rev.1), chap. III, para. 22.

[3] Ibid., *Fifty-fifth session, Supplement No. 3* (A/55/3/Rev.1), chap. V, para. 8.

[4] The options put forward by the Secretary-General are contained in his reports on integrated and coordinated implementation of and follow-up to major United Nations conferences and summits (see E/2000/57, in particular para. 33, and E/2001/73). The following options were outlined in para. 33 of E/2000/57:

(a) A single "10-year event" might be held to review the conferences in a sequential manner, be it an international conference or a special session of the General Assembly. Such a single event would be the culmination of a preparatory process encompassing the functional commissions and other relevant intergovernmental bodies, which would address core issues, as well as the Council, which would focus on cross-cutting issues;

(b) The review of the implementation of several programmes of action found to be closely related might be clustered at a special session of the General Assembly or other event. For example, the reviews of the United Nations Conference on Environment and Development, the United Nations Conference on Human Settlements (Habitat II) and the Global Conference on the Sustainable Development of Small Island Developing States could be reviewed together. Similarly, the implementation of the World Summit for Social Development and the Fourth World Conference on Women could be reviewed together in a separate cluster;

(c) The follow-up processes might be staggered so that there would be only one conference review in any given year. In this regard, the occurrence, for instance, in the same year of the 10-year reviews of the World Summit for Social Development and the Fourth World Conference on Women would be avoided;

(d) Five-year conference reviews and appraisals could in the future be carried out by the functional commissions themselves, the Council and the General Assembly, while special sessions of the Assembly or conferences would take place only for 10-year reviews. Indeed, it may be noted that the practice of holding special sessions of the Assembly to review the implementation of conferences after five years is fairly recent.

The following options were stressed in E/2001/73:

(a) The contribution of the Council in 10-year reviews in focusing on an integrated or multisectoral approach to assessing progress made (para. 62 (b));

(b) The unique position of the Council with respect to integrating follow-up to global conferences with the follow-up to the United Nations Millennium Declaration and the International Conference on Financing for Development (para. 62 (c));

(c) The possibility for the General Assembly to focus on overall policy issues and new and emerging trends (para. 62 (f)).

[5] See Council agreed conclusions 2000/2, para. 10.

[6] The agenda of the regular sessions of the General Assembly contains specific items on the follow-up to, for example, Agenda 21, the World Conference on Human Rights, the Global Conference on the Sustainable Development of Small Island Developing States, the Fourth World Conference on Women, the World Summit for Social Development, the United Nations Conference on Human Settlements (Habitat II) and the Third United Nations Conference on the Least Developed Countries.

[7] Themes discussed at the Council's coordination segments since 1996 have included poverty eradication, gender mainstreaming and development of Africa. The 2002 coordination segment will take up the following theme: "Strengthening further the Economic and Social Council, building on its recent achievements, to help it fulfil the role ascribed to it in the Charter of the United Nations as contained in the United Nations Millennium Declaration".

[8] The high-level segment addressed, in 2000, information and communication technologies for development and in 2001, sustainable development of Africa.

[9] See agreed conclusions 1995/1, Council resolution 2001/21 and, in particular, agreed conclusions 2000/2, para. 10, which states:

> "The Council will pursue its role in addressing cross-cutting themes common to major United Nations conferences and summits. Furthermore, the Council will continue to promote an integrated and coordinated conference follow-up. In particular, it will follow up progress towards quantified goals and targets agreed at the conferences. The Council will draw the attention of the General Assembly to obstacles and constraints as well as to new challenges identified by the reviews that affect progress towards conference goals."

[10] *Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995* (United Nations publication, Sales No. E.96.IV.13, chap. I, resolution 1, annex II.

[11] General Assembly resolution S-23/2, annex, and Assembly resolution S-23/3, annex.

[12] *Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992*, vol. I, *Resolution adopted by the Conference* (United Nations publication, Sales No. E.93.I.8 and corrigendum), resolution 1, annex II.

[13] See General Assembly resolution S-24/2, annex, sect. III, para. 10.

[14] *Report of the International Conference on Population and Development, Cairo, 5-13 September 1994* (United Nations publication, Sales No. E.95.XIII.18), chap. I, resolution 1, annex.

[15] General Assembly resolution S-21/2, annex.

[16] General Assembly resolution S/20/2, annex.

[17] See *Official Records of the Economic and Social Council, 2001, Supplement No. 8* (E/2001/28), chap. I, sect. C.

[18] See Commission on Narcotic Drugs resolution 45/7 entitled "Preparations for the ministerial-level segment of the forty-sixth session of the Commission on Narcotic Drugs, relating to the follow-up to the twentieth special session of the General Assembly".

[19] See report of the Secretary-General on implementing Agenda 21 (E/CN.17/2002/PC.2/7), paras. 165-172.

[20] See note 4 above.

[21] For details, including recommendations for the General Assembly, the Council and the functional commissions in relation to conference follow-up, see E/2001/73, in particular paras. 21-24.

[22] See Council resolution 2000/27 on basic indicators for the integrated and coordinated implementation of and follow-up to major United Nations conferences and summits at all levels (para. 8).

[23] For detailed information on statistical capacity-building, see the report of the Secretary-General on statistical capacity-building (E/CN.3/2002/18) and the note by the Secretary-General transmitting the annual report of the Steering Committee of the Partnership in Statistics for Development in the Twenty-first Century (PARIS 21) (E/CN.3/2002/19).

[24] The Commission's thematic issue entitled "Participation and access of women to the media, and information and communication technologies and their impact on and use as an instrument for the advancement and empowerment of women" is tied directly to the United Nations Millennium Declaration's resolve to ensure that the benefits of new technologies, especially information and communication technologies, in conformity with recommendations contained in the ministerial declaration of the high-level segment of the Substantive Session of

2000 of the Council (see *Official Records of the General Assembly, Fifty-fifth Session, Supplement No. 3* (A/55/3/Rev.1), chap. III, para. 17), are available to all. Likewise, the second theme, entitled "Women's human rights and elimination of all forms of violence against women and girls as defined in the Beijing Platform for Action and the outcome documents of the twenty-third special session of the General Assembly", is tied directly to the Millennium Declaration's resolve to combat all forms of violence against women and to implement the Convention on the Elimination of All Forms of Discrimination against Women (Assembly resolution 34/180, annex).

[25] *Report of the World Summit for Social Development, Copenhagen, 6-12 March 1995* (United Nations publication, Sales No. E.96.IV.8), chap. I, resolution 1, annex I.

[26] General Assembly resolution S/24/2, annex.

[27] Ibid., sect. III, para. 25.

[28] *Report of the Global Conference on the Sustainable Development of Small Island Developing States, Bridgetown, Barbados, 25 April-6 May 1994* (United Nations publication, Sales No. E.94.I.18 and corrigenda), chap. I, resolution 1, annex II.

[29] See the report of the Secretary-General (E/2002/62) for submission to the Council's coordination segment devoted to strengthening further the Economic and Social Council, building on its recent achievements to help it fulfil the role ascribed to it in the Charter of the United Nations as contained in the United Nations Millennium Declaration.

[30] See Economic and Social Council resolution 2001/42, para. 1.

[31] See *Official Records of the General Assembly, Fifty-second Session, Supplement No. 3* (A/52/3/Rev.1), chap. IV, para. 4.

[32] See, for example, E/2001/78.

[33] For detailed information on this issue, see the report of the Secretary-General on the follow-up mechanism for coordinating, monitoring and reviewing the implementation of the Programme of Action for the Least Developed Countries for the Decade 2001-2010 (A/56/645 and Add.1 and Add.1/Corr.1 and 2).

[34] See *Report of the World Food Summit, 13-17 November 1996*, part one (Rome, Food and Agriculture Organization of the United Nations, 1997), appendix.

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**Operational activities of the United Nations for international development cooperation: progress report on the implementation of the triennial comprehensive policy review**

## United Nations system support for capacity-building

### Report of the Secretary-General**

*Summary*

The present report has been prepared in response to paragraph 28 of General Assembly resolution 56/201, in which the Assembly called for a report on efforts undertaken by the United Nations system organizations in support of capacity-building to be submitted to the Economic and Social Council at its substantive session of 2002. The report complements the information contained in the report of the Secretary-General on operational activities of the United Nations for international development cooperation (E/2002/47 and Add.1 and 2).

It notes the evolution in the scope and importance of capacity-building, and urges Member States to recognize that capacity-building is a major component of the overall efforts to achieve the goals of poverty eradication, economic growth and sustainable development, and to devote more attention and resources to strengthening the national capacities necessary to make progress in achieving the millennium development goals. It calls on the United Nations system to develop appropriate benchmarks and indicators for and to promote greater lesson learning about capacity-building.

* E/2002/100.

** The document was submitted late to the conference services without the explanation required under paragraph 8 of General Assembly resolution 53/208 B, by which the Assembly decided that, if a report is submitted late, the reason should be included in a footnote to the document.

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# Contents


| | | Paragraphs | Page |
|---|---|---|---|
| I. | Capacity-building and the United Nations system | 1–3 | 3 |
| II. | An evolving factor of development | 4–11 | 3 |
| III. | Follow-up to General Assembly resolution 53/192: capacity-building as a key goal of technical cooperation | 12–23 | 4 |
| IV. | Capacity development in a globalizing world | 24–26 | 6 |
| V. | Significance of national ownership | 27 | 7 |
| VI. | Appropriate expectations | 28–33 | 8 |
| VII. | Recommendations | 34–38 | 8 |
| Annex | | | |
| | Efforts of United Nations system entities in the area of capacity-building | | 11 |

# I. Capacity-building and the United Nations system

1. The present report responds to paragraph 28 of General Assembly resolution 56/201 on the triennial comprehensive policy review of operational activities for development, in which the Assembly called for a report on efforts undertaken by the United Nations system organizations in support of capacity-building to be submitted to the Economic and Social Council at its substantive session of 2002. The report complements the information contained in the report of the Secretary-General on operational activities of the United Nations for international development cooperation (E/2002/47 and Add.1 and 2).

2. The present review of efforts in the area of capacity-building confirms the centrality of capacity-building and its sustainability as a key goal of technical assistance for the United Nations system. The report contains some policy recommendations that the Council may consider in providing guidance for further actions by Member States and the United Nations system in this area.

3. Capacity-building has been central to United Nations operational activities from their beginning. The concept has evolved over time and continues to do so. The changes have become more significant for the United Nations system because the adoption of the United Nations Millennium Declaration implies that all countries should have or acquire the capacity to achieve the development goals contained in it. The United Nations development system, with its wide range of expertise and practical experience, has the potential not only to suggest better ways of building the necessary capacity in recipient countries to pursue those goals but also to support the efforts of those countries to develop their own capacities more effectively.

# II. An evolving factor of development

4. In order to consider the role that the United Nations development system could play in the area of capacity-building, it may help to recall how the issue has been treated in the past and some of the lessons of that experience. Capacity-building is a broad concept. It has recently been described in the United Nations system current practice as the provision of support aimed at enhancing countries' "ability to define and realize goals effectively".[1] This is a significant departure from how it was originally conceived.

5. At the inception of operational activities, capacity development was synonymous with human resource development. Training individuals and groups was and remains an important component of United Nations system operational activities. Initially, such efforts were mostly concerned with training those individuals needed to run the organizations and institutions of newly emerging States.

6. The role of human resource development will be discussed more in depth by the Economic and Social Council at the high-level segment of its substantive session of 2002. The segment will also look into its implications for the achievement of the millennium development goals. It will examine, in particular, the desirability of greater synergies between health and education programmes, noting that the current era of globalization is characterized by interdependence, economic liberalization and the emergence of a global knowledge-based economy that is increasingly driven by information and communication technologies (ICTs). Knowledge has emerged as an important strategic factor in today's level of competitiveness. To cope with that trend, broad-based access to continuous learning, upgrading skills and acquiring new skills is required in order for developing countries to have the capacity needed to take full advantage of the new opportunities generated by the changing economic and technological environment.

7. The renewed emphasis on national ownership of development confirms the need not only for human resources that have the capacity to design country-driven development strategies but also for comprehensive human resource policies that create the capacity to translate those strategies into practice in a participatory, country-owned process. Development cooperation frameworks and other coordination tools, such as the common country assessment, the United Nations Development Assistance Framework (UNDAF) and the poverty reduction strategy papers, or the New Partnership for African Development (NEPAD), can succeed only if they are nationally owned. Consequently, enhancing the quality of the human resources involved in their design and implementation is crucial.

8. The perception about the nature of the capacity-building process changed over the period 1980-1995. At the beginning of the 1980s, increasing attention was given to the organizational engineering dimensions of the development process: focusing on improving the structures and functioning of individual organizations was considered essential. "Institution-building" became the preferred term for that approach. The United Nations development system assisted numerous countries in creating and building or strengthening and upgrading the basic institutions and organizations required for running a modern and growing society, capable of providing its people with the necessary policies and services to improve their living conditions and prospects for the future. Many civil aviation, geological survey, meteorological, nutrition, soils and telecommunications organizations have been either established or strengthened with the support of the United Nations development system since the 1950s and 1960s. The focus on institution-building extended the notion of capacity beyond the skills of individuals (as implicit in the human resource development approach) to tackle the capacity of structures, institutions and organizations, which required other types of technical, administrative and managerial abilities.

9. Much of that support was successful. Many institutions were created or strengthened and some functioned well. Yet, those successes were not always durable. Capacity is a moving target, so capacity created at a point in time cannot be assumed to remain relevant unless institutions and capacities evolve and make progress. The reasons for the ills that afflict many organizations and institutions in recipient countries are complex and they change. So does any significant role of capacity-building, which is constantly evolving.[2] Modernizing societies are by definition in a process of continuous transformation, so that many of their institutions and organizations must change and do so continuously. The ability of those institutions and organizations to adapt and evolve along with societal changes[3] is a criterion for the success of capacity-building efforts.

10. The concept of capacity-building had therefore to expand beyond the notion of institution-building since it was necessary to see the institutional changes in a national context, at a macro level, which includes the capacity of the institutions of a country to manage policy and programme formulation, budgeting and financial management, development planning, implementation, coordination and performance monitoring and evaluation of development operations. Legal and political functioning of the country was relevant, including its state of governance. Individual institutions were not seen as independent and isolated actors any longer but part of larger systems or networks. Capacity-building needed to become a much broader concept. The more dynamic changes in the external environment in which institutions operate, the greater are the challenges that existing organizations and institutions face. The implications of such dynamics, both for private firms and public organizations, can be summed up in the maxim "The rate of learning within an organization needs to be equal to or greater than the rate of change in the environment".[4] Therefore, it is no longer enough for the United Nations system to provide support just to help create or strengthen an organization or groups of organizations. Those institutions need to be capable of learning and changing to transform themselves, as necessary, in response to changing situations and requirements.[5] Successful United Nations system support therefore means helping recipient countries to invent, develop and maintain institutions and organizations that are capable of learning and bringing about their own continuing transformation, so that they can better play a dynamic role to sustain national development processes.

11. A challenge for all capacity builders has always been to learn about learning. How do organizations, institutions and societies learn and transform themselves as a result of it? Are there ways of learning that are more or less effective? The new demands on modern States' institutions and organizations entail new expectations of the individuals working with and for them.[6] What demands does that place on the activities supported by the United Nations system?

## III. Follow-up to General Assembly resolution 53/192: capacity-building as a key goal of technical cooperation

12. The General Assembly, in paragraph 37 of its resolution 53/192, reaffirmed that capacity-building and its sustainability should be explicitly articulated as a goal of technical assistance provided by the

operational activities of the United Nations system at the country level. The United Nations system, through the established process of inter-agency consultation, has taken some steps towards realizing that goal, including the preparation and issuance of a set of system-wide guiding principles, which the former Administrative Committee on Coordination (ACC) — the current United Nations System Chief Executives Board (CEB) — approved in March 2000.[7] Those principles laid out a series of action steps that United Nations system entities could take in support of enhancing the efficiency and effectiveness of their capacity-building activities.

13. The guiding principles identified in the guidance note[8] stressed the following: (a) national ownership is the single most important determinant of the effectiveness of capacity-building programmes; (b) capacity-building is no longer a component or a by-product of programmes or projects but a key and explicit goal of all United Nations system activities; (c) capacity-building should be pursued with holistic, comprehensive, participatory and flexible approaches, and its definition should be based on a broader and shared understanding; and (d) differing mandates within the system provide a variety of approaches to capacity-building.

14. A number of steps for mainstreaming capacity-building into the operations of the United Nations system were also identified in the guidance note: (a) development of a culture of organizational learning; (b) partnership and collaborative arrangements with partners and stakeholders to reach a critical mass of experience and resources for capacity-building; (c) better use of in-house expertise and experience; (d) use of system-wide modalities and instruments for country-level coordination as a means to support capacity-building; (e) use of decentralized participatory techniques for capacity assessment, monitoring and evaluation for more systematic learning about capacity-building impact and to enhance effective capacity-building.

15. The guidance note also suggested measures for integrating capacity-building objectives into operational activities, including joint and system-wide training programmes on capacity-building; continued implementation of the programme approach and national execution modalities; system-wide sharing of experience in monitoring progress in capacity-building; development and sharing of new capacity assessment tools; creation of databases on good practices in capacity-building methodologies and initiatives; and more systematic system-wide information-sharing.

16. The responses received in 2002 to enquiries about current practices within the United Nations system show that the importance of capacity-building in United Nations operational activities is generally acknowledged. Capacity-building is taken by all United Nations organizations as an important focus in orienting their programme strategies and implementing their programmes of work, although the interpretation and the operational approach varies. Awareness of the concept and its implications for development cooperation has increased. The programme objectives of most United Nations entities include a capacity-building perspective, and many technical cooperation programmes/activities have spillover benefits in terms of contributing to the capacity development of targeted recipients.

17. Nevertheless, the recent review of current practices and the system evaluations carried out as an input to the triennial review, suggest that a coherent multilateral "doctrine" or interpretation of what needs to be understood by the term "capacity-building" in an era of rapid change has yet to be developed. The United Nations system ought to be able to offer improved support to the development of national capacity by addressing several basic issues. How can those capacities be built, in what time frame and in what sequence? Is it possible to pursue all of them simultaneously? How can the United Nations system be most effective in this area? In order to provide adequate answers, the system should intensify its efforts to collectively reflect on and analyse its knowledge of and experience with capacity-building.

18. The review of efforts by system organizations in the area of capacity-building shows that training stands out as one of the main tools, although there is ample room for strengthening other means to stimulate capacity-building. Organizational relevance and effectiveness, to a large extent, are correlated with the quality of training products and their effective dissemination and delivery. Currently, there is a system-wide trend towards a constant improvement of training models and products, including through information technology, which benefit a widening range of stakeholders.

19. Significant efforts have been made to change support for capacity-building from a project-by-project approach to programmes, utilizing comprehensive, multidisciplinary and/or sectoral approaches. The United Nations Industrial Development Organization (UNIDO), for example, consolidated its 16 service modules to support capacity-building into three "baskets" of programmes, according to how each service contributed to the three parallel goals of sustainable industrial development: competitive economy, productive employment and sound environment. The World Bank made use of the poverty reduction strategy papers roll-out exercise as an opportunity to integrate and consolidate its support to national partners to develop capacities. Almost all of the United Nations system organizations have produced remarkable results in that respect.

20. Several agencies have conducted internal assessments and evaluations of their training programmes and the extent to which they have assimilated lessons learned in the organization in order to meet the changing demand for their services more responsively. However, it should be noted that exchange of experience and sharing of best practices across agencies in this area are still limited. Participatory evaluation as a learning process has not been explored.[9] In general, there is a need for furthering the understanding of the concept of capacity-building system-wide.

21. The review suggests that the United Nations funding organizations do take a comprehensive approach to capacity-building. UNICEF, in particular, indicates that its support for building national capacity in recent years has involved two significant improvements, one in the definition of capacity-building itself and another in the shift from project-level initiatives to a broader approach, involving capacity-building for the assessment and analysis of the situation of children and for programmatic actions to improve that situation. For the United Nations Population Fund (UNFPA), capacity-building has been taken into consideration starting from the conceptualization of its overall strategy. As a result, the traditional approach of providing technical support and delivering medical products and services has been enhanced by including in the overall programme plenty of initiatives addressing gender equality and gender empowerment. The initiatives of the International Labour Organization (ILO) to address child labour have emphasized not only local capacity and institutions engaging in effective actions against child labour but also mainstreaming child labour concerns into the national policy dialogue on poverty eradication and building a better knowledge base on child labour in society. UNDP has continued to be active in exploring capacity issues, and a recent publication on capacity reaffirmed the importance of capacity issues. It urged the creation of a new paradigm to try out new methods, such as networks that make the best use of new types of learning, and to try out innovations that address asymmetry in donor-recipient relationships, such as pooling technical cooperation funds and developing forums for discussion among Southern nations.[10]

22. Overall, the United Nations system is making progress in making capacity-building an essential part of all relevant programmes. United Nations system organizations recognize, however, that the increasing emphasis given to globally agreed goals and their related capacity-building implications add to the challenges that face the system. Further work in this area is needed system wide. In the view of some respondents, capacity-building is still seen prevailingly as a UNDP responsibility and not the task that is incumbent upon the whole of the United Nations development system.[11]

23. The annex to the present report provides multiple examples of the support for and commitment of individual organizations and bodies of the United Nations system to capacity-building. Several entities demonstrated that they have conducted a thorough revision of how to mainstream capacity-building in some operations, making concrete steps to translate their reflections into their own practical experience and using the results to improve their support to national efforts. That achievement, however, still relates to individual agencies. The notion of a coherent system-wide approach to capacity-building will require continuing work before the concept becomes central to United Nations system operational activities.

## IV. Capacity development in a globalizing world

24. The present review of progress by the United Nations system in addressing current issues of capacity-building should be seen in the context of the rapidly evolving environment in which it is taking

place. There are broad demands for capacity-building that emerge from globalization. In addition, an articulated set of globally agreed development agenda is emerging, identifying goals, along with a set of proposed targets and indicators, which are the product of the global conference processes and, most recently, the Millennium Summit of the General Assembly. By agreeing to them, Member States have implicitly agreed that all countries need to have the capacity to achieve those goals. Therefore, for those countries that do not yet have those capacities or do not have them developed at the required level, they need to make additional efforts to build capacity in order to respond partially or wholly to that overall set of development priorities.

25. Although developing countries have the primary responsibility for their own development processes, the Millennium Declaration recognizes the collective responsibility of the Member States within the United Nations to uphold the principles of human dignity, equality and equity at the global level (see General Assembly resolutions 56/201, twelfth preambular paragraph and paras. 3 and 4, and 55/162, para. 2). At the same time, the General Assembly called upon the entire United Nations system to play an important role in supporting Member States in the implementation of the Millennium Declaration (see General Assembly resolution 55/162, paras. 3, 6 and 10). Therefore, the international consensus that underlies the acceptance of the goals agreed in the Millennium Summit places a particular obligation on the whole United Nations development system to support the efforts of Member States that desire to acquire or strengthen the capacities which they consider necessary in order to pursue the goals that they collectively identified. Such capacity-building support may take many forms. It could be support to defining what the implications of global agreements mean in operational terms for national capacity. It could mean support to advocacy efforts by agencies or groups within the society to assist in achieving specific millennium development goals.[12] It could mean providing a forum in which different components or groups within a society or region may discuss how best to share or implement tasks. It could mean providing operational support to national efforts to design appropriate policies or to formulate and implement national or regional programmes or projects.

26. Given the experience and knowledge acquired by the United Nations system in the area of capacity-building over the last 50 years, there is considerable scope for the system to draw on that experience and knowledge to help define and/or update the benchmarks and indicators that recipient countries would like to use to design and manage, in the best way, their programmes for building or strengthening their capacity to achieve internationally agreed goals. Collecting and synthesizing the lessons learned from that type of support would facilitate standardized approaches, which are based on worldwide experience and would form the basis for an important contribution to a coherent system-wide approach to capacity-building.

## V. Significance of national ownership

27. A necessary but not sufficient indicator of success in capacity-building is national ownership. Ownership has always been a guiding principle of the United Nations development cooperation, and has been given renewed attention in recent years. It is clear both from successful and less successful examples, that national ownership is a determining factor in the effectiveness of external support and its durability. National ownership of both the development process and the initiatives supported through external assistance requires that priorities pursued in development cooperation efforts, whether related to the internationally agreed objectives or not, are the outcome of a genuine national policy-making process, which may include both governmental and non-governmental components of national society. Capacity-building required to pursue those objectives is linked to national ownership, because only if there is adequate domestic capacity can those development objectives be achieved and remain sustainable.[13] If domestic capacity is not adequate, national ownership is just not possible or is only apparent. Development processes cannot be owned if there are not enough capacities at the national level to conceive, design, formulate, implement, monitor and evaluate development policies and the corresponding operational activities (programmes and projects).

## VI. Appropriate expectations

28. Involving the United Nations system more thoroughly in the task of developing a system-wide approach to capacity-building has wider implications for operational activities for development, given the concerns for accountability, transparency in the use of resources for development and aid effectiveness.

29. The question is: to what extent are efforts for capacity-building of United Nations system organizations effective? Sometimes, the performances of the aid programmes of bilateral donors or international NGOs are used as comparators, which is not necessarily the most appropriate approach.

30. The impact evaluations conducted by the Secretariat between 1995 and 2001 offer support to the view that much of what the United Nations development system does as operational activities for development goes beyond what is normally described as "aid". Therefore, the effectiveness of its activities in terms of capacity-building cannot be assessed as if they were bilateral aid initiatives.

31. The United Nations system has a portfolio of responsibilities and operates at a variety of levels that are particular to it. It acts as a convener, providing a forum — nationally, regionally and globally — for different parties to meet and explore issues of common concern. It helps Member States to set generally agreed norms on major development themes, e.g., via the global conference processes, and then helps countries to implement their commitments to those agreed norms. Implementing those norms implies the existence of national capacities. When those capacities are not available or are not adequate, it is the responsibility of the United Nations system to assist recipient countries either in developing or enhancing them. The United Nations system has also a specific advocacy role to support the pursuit of globally agreed goals. At the same time, like other development cooperation partners, the United Nations system is present in different countries and regions through a great variety of development initiatives, depending on the specific mandates and competences of each organization, which identify additional demands for capacity development.

32. That combination and multiplicity of roles is unique to the United Nations system. Therefore, the assessment of the effectiveness of the operational activities for development of the United Nations system in terms of capacity-building impact is also unique. Broadly accepted standards applied to bilateral cooperation activities in terms of capacity-building impact do not necessarily apply to the effectiveness of the United Nations development system. This is not an argument that the United Nations system should not be subject to scrutiny and evaluation, or that the system should be judged any less rigorously than any other actor on the international scene. But the fact is that the system's work is particular to its multiple role and the impact of its operational activities on national capacity development should be monitored and evaluated "sui generis", using appropriate indicators and measures.

33. Better measures of accountability are needed in this area, and the United Nations system and its organizations should be more specific when it comes to expectations about the outcomes of operational activities in terms of capacity-building. This is not a simple one-shot task but rather an ongoing process that will take some time to set in motion. The evolution in the use of the common country assessment and UNDAF processes and the country-level implementation of the millennium development goals offer new opportunities to make progress in that direction, introducing or experimenting with new ways to articulate capacity-building as a goal of technical cooperation in a more specific, comprehensive and multifaceted way, including through the use of a series of different indicators and benchmarks.

## VII. Recommendations

**Recommendation 1**

34. **The Council may wish to call upon the entire United Nations system, in collaboration with recipient countries and all relevant cooperating partners, to take decisive steps to expand their support for national capacities in those countries or in sectors of their national societies, where those capacities are neither available nor adequate.**

**Recommendation 2**

35. **The Council may wish to recognize that capacity-building is a major component of the overall efforts to achieve the goals of poverty eradication, economic growth and sustainable development as indicated in the Millennium**

**Declaration, and may wish to urge a0ll Member States to devote more attention and resources to creating, maintaining and strengthening the national capacities necessary to provide their citizens with greater welfare and make progress in achieving the millennium development goals, while also urging Member States to pay attention to the capacity-building requirements inherent in reducing the global digital divide.**

**Recommendation 3**

36. **The Council may wish to request the United Nations system to work collegially, under the aegis of CEB, to formulate proposals on benchmarks and indicators for capacity-building linked to the achievement of the millennium development goals, and to report to the Council through the Secretary-General by the year 2004 on the results achieved, in the context of the preparation of the triennial comprehensive policy review of operational activities for development.**

**Recommendation 4**

37. **To that end, the Council may wish to encourage United Nations system organizations, in collaboration with recipient countries and other cooperating partners, including other multilateral and bilateral development cooperation institutions, non-governmental institutions and other relevant entities, to conduct a more systematic sharing of case studies, technical reviews and evaluations of experience in capacity-building, including frameworks and methodologies, promoting the wider and more effective use by the United Nations system of shared conceptual frameworks, in order to enable the analysis of capacity gaps and planning of support for capacity-building activities.**

**Recommendation 5**

38. **The Council may wish to request all funds, programmes and specialized and technical agencies of the United Nations system to put a stronger focus on explicit capacity-building strategies in their own evaluation mechanisms, establishing monitoring and evaluation mechanisms with specific and realistic objectives and indicators related to capacity-building outcomes and, to that end, may wish to encourage all United Nations system organizations to place stronger emphasis on participatory evaluation of their activities, both as a learning process and as a capacity-building process in itself.**

*Notes*

[1] See "Capacity development: an analysis and synthesis of its current conceptualization and implications for practice", background document for a joint United Nations Development Programme (UNDP)-United Nations Children's Fund (UNICEF) workshop on planning and monitoring of capacity development, Harare, 1-5 November 1999.

[2] Thus, the administrative heritage of a country, the state of the economy or the general level of social capital could have a profound effect on the progress of capacity-building. Many organizations in the public sector, for example, had never achieved any sense of legitimacy given their colonial origins. A sense of instability and fragility permeated much of the public sector. Capacity-building frequently took place in an atmosphere of political struggle, with protagonists trying to control the very organizations, such as the courts or certain line agencies, that international funding organizations were trying to assist. External interventions had to be much more attuned to the constraints and opportunities presented by the broader context. See Peter Morgan "Some observations and lessons on capacity-building" in *Capacity-Building Supported by the United Nations: Some Evaluations and Some Lessons*, R. Maconick and P. Morgan, eds. (United Nations publication, Sales No. 99.II.A.4).

[3] A typical example that proves such adaptation of capacity-building efforts over time is the support of the United Nations system to the development of telecommunications in Brazil, which proved the point. See Maconick and Morgan, op. cit., chap. 3.

[4] See R. Revans, *Action Learning: New Techniques for Management* (London, Blond and Briggs, 1980).

[5] A social system learns whenever it acquires new capacity for behaviour, and learning may take the form of undirected interaction between systems. Government as a learning system carries with it the idea of public learning, a special way of acquiring new capacity for behaviour, in which government learns for the society as a whole. In public learning, government undertakes a continuing, directed inquiry into the nature, causes and resolution of our problems. The need for public learning carries with it the need for a second kind of learning. If government is to learn to solve new public problems, it must also learn to create the systems for so doing and discard the structure and mechanisms that have grown up around old problems. See Donald Schon, *Beyond the Stable State* (Harmondsworth, Penguin, 1973).

[6] Examples include all the new capacities required of a country that wishes to access the World Trade Organization (WTO), particularly the infrastructure needed to ensure that exports meet international standards. Similarly, new problems like AIDS require new capacities, as does new technology, particularly ICTs. Last but not least, there are the capacities implicit in accepting the need to achieve the goals included in the Millennium Declaration.

[7] A guidance note on capacity-building was approved on behalf of ACC by the Consultative Committee on Programme and Operational Questions at its sixteenth session (see ACC/2000/7, para. 4 and annex V).

[8] The guidance note on capacity-building was inspired by the provisions of paragraphs 13-18 of Economic and Social Council resolution 1999/5 on poverty eradication and capacity-building.

[9] The assessment requested by the General Assembly in paragraph 56 of its resolution 56/201 about the extent to which United Nations system organizations at the field level learn lessons from their evaluations, to be submitted to the Economic and Social Council in the year 2003, will be an opportunity to make some progress in that direction.

[10] See S. Fukuda-Parr et al., eds., *Capacity for Development: New Solutions to Old Problems* (UNDP, 2002). The book reviews UNDP's past experience in capacity-building and activities, addressing it systematically in the context of future technical cooperation.

[11] That view was confirmed at least in one of the recent impact evaluations on capacity-building for the triennial review.

[12] The UNDP Administrator was designated by the Secretary-General as chair of the UNDG, to serve as the "campaign manager" for progress towards achieving those goals at the country level. See remarks of the UNDP Administrator to a joint meeting of the executive boards of the funds and programmes, February 2002.

[13] See Devendra Raj Panday, "Technical cooperation and institutional capacity-building for development: back to the basics", in Fukuda et al., op. cit.

# Annex

## Efforts of United Nations system entities in the area of capacity-building

### United Nations

#### Office of the United Nations High Commissioner for Refugees

1. A capacity-building working group set up in 1998 defined the organization's role in capacity-building. A practical guide to capacity-building as a feature of UNHCR's humanitarian programmes was then issued to clarify and refine related strategi0es. Global consultations on international protection held in September 2001 emphasized capacity-building as a means to strengthen protection capacities in host countries by creating national protection structures through networking with partners via a participatory approach, technical support, training, advisory services, specialized expertise, financial and material assistance.

#### Regional commissions

2. Capacity-building has been a central task of the programmes of the regional commissions, developing an array of tools from technical assistance to training and regional advisory services. Regional advisers focus on policy, management and technical challenges when no specialized expertise is available at the country level. Regional efforts concentrate on capacity to formulate and implement policies and programmes for poverty reduction and growth at the regional, national and community levels. The focus of technical assistance/capacity-building varies between regional commissions according to regional priorities. They include telecommunications, data processing, energy, environment, industrial development, national accounts, social development, technology, transport, water resources and trade, science and technology development. The key objective is to assist in building capacity for regional integration.

#### Department of Economic and Social Affairs

3. The operational arm of the Department provides policy advisory services and technical assistance to strengthen the national capacities of developing countries in the areas of gender, sustainable development, governance and public administration, population, social and economic policy, and statistics, particularly for the preparation of and follow-up to the major United Nations major summits and conferences. Operational activities of the Department complement its normative and analytical activities in support of national capacity-building efforts, which address human resource development, managerial and information systems as well as institution-building. A 2001 study on globalization and the state explored the implications for national capacity and capacity needs of the effects of globalization on the role, functions and performance of the state. Capacity-building activities are carried out in all regions, in close coordination with other United Nations system activities at the country and regional levels. An external evaluation commissioned in 2002 to review a selection of operational activities of the Department, aimed at capacity-building for sustainable development documented concrete contributions to capacity-building and recommended more cross-fertilization between normative/analytical work and operational activities.

#### United Nations Institute for Training and Research

4. UNITAR designs and conducts a variety of capacity-building programmes at the country and regional levels in over five continents under 11 main clusters: international affairs management; peacemaking and preventive diplomacy; various aspects of peacekeeping, environmental law; chemical and waste management; climate change; information systems for sustainable development; decentralized cooperation; international migration; debt and financial management; and foreign economic relations. Drawing from 20 years of field training experience, lessons learned and links both with national government ministries/departments and national training institutions, UNITAR is currently seeking to develop training services that fully address recipient countries needs and priorities and contribute to national strategy development, policy-making and task performance.

### United Nations Staff College

5. The Staff College programme on capacity-building for development aims specifically to enhance capacity to manage development at the national level. In particular, it focuses on inter-organizational coordination, decentralized management, team management, result-based or performance management, strategic management, policy analysis and implementation, project planning, design and implementation, monitoring and evaluation, and poverty reduction strategies.

## United Nations funds and programmes

### United Nations Development Programme

6. UNDP entered into a strategic partnership (the capacity development initiative) with the Global Environmental Facility (GEF) to produce a comprehensive approach for developing national capacities to meet global environmental management objectives. The initiative mobilizes more than 45 national, regional and global capacity development experts to carry out studies of capacity-building needs and extensive consultations. The findings contributed to develop a collaborative approach to capacity-building. Significant capacity-building efforts are carried out also in the areas of governance, poverty eradication and gender. UNDP is very active in providing national capacity-building support in the areas of policy development, legal frameworks, institutions, and indicators and methodologies. In early 2001, UNDP launched an initiative which reviews capacity development fundamentals and focuses on ways for external cooperation to best contribute to develop lasting indigenous capacities. Several focus studies, round tables, and electronic discussions have been held under the initiative. It is expected to produce three books on the findings and a capacity database containing hundreds of key web-based resources on capacity development.

### United Nations Environmental Programme

7. Capacity-building and its sustainability are explicitly goals of UNEP technical assistance, reinforced by UNEP Governing Council decisions since 1998. Strengthening national capacities for priority setting and ownership are the main objectives of capacity-building efforts in human resource development and institution-building. Instruments include strengthening organizational and technical skills, advisory services, technical assistance and training programmes, sharing of information and best practices, networking, training programmes, development and testing of environmental management instruments, and promotion of public participation in environmental management. Programmes areas with capacity-building focus range from environmental assessment and early warning to environmental law and policy development and implementation, and from regional cooperation and representation to capacity development in specific regions.

### United Nations Children's Fund

8. Since 1992, UNICEF operational strategies have supported service delivery, capacity-building, advocacy and empowerment. In recent years, UNICEF has improved its support to national capacity-building in two main areas: in defining capacity-building itself, and in shifting from project-level initiatives to a broader approach, involving capacity-building for situation analysis and programme development. The right-based approach to programming was adopted in 1998 and integrated into the UNICEF programme guidance system in January 2000. The situation analysis and its preparation are the main contribution to building national capacity. Progress on developing human and child indicators is evidence of increased countries capacity.

### United Nations Population Fund

9. Capacity-building has always been a crucial aspect of the UNFPA programming and management. UNFPA focuses on capacity to integrate reproductive health, population and gender into policy-making and planning, and to effectively design and implement reproductive health programmes. It prioritizes capacity-building in the context of national execution and ownership. UNFPA has worked to improve the quality of reproductive health services and environment at all levels and developed appropriate tools, such as the geo-referenced information systems for planners, research institutes and statistical and information systems to monitor and analyse population trends in the broader development context. Sustainable capacity-building, in terms of organizational and technical skills, processes, systems and legislative framework, should aim to shape collective and

individual behaviour, performance and willingness to learn and adapt to change. Future efforts will focus on changing the national and regional behaviour, relationships and activities of the people, groups and organizations concerned.

#### World Food Programme

10. WFP is engaged in a variety of capacity-building activities with both Governments and NGO partners. WFP actively participates in policy dialogue and advocacy with government counterparts through the United Nations country teams, and through its membership in food aid advisory committees assists Governments in setting up national vulnerability analysis and mapping systems and strengthens early warning systems and contingency planning. WFP holds consultations with its major NGO counterparts on operational and partnership issues, and provides training in food logistics, targeting and accounting.

#### United Nations Drug Control Programme

11. Capacity-building is an essential component of all UNDCP programmes. The main tools used by UNDCP are monitoring and data collection, assessment, training, and development and dissemination of tool kits on best practices.

### Specialized agencies and Bretton Woods institutions

#### Food and Agriculture Organization of the United Nations

12. Capacity-building is one of the central priorities of the FAO strategic framework for 2000-2015. In order to mainstream capacity-building, FAO is developing a corporate and cost-effective approach to training, the creation of a database on good practices, and the setting up of a roster of training expertise within FAO and outside, with a web site on training to share experience between headquarters and field teams.

#### International Fund for Agricultural Development

13. Building the individual and collective capacities of the rural poor and their organizations is one of the objectives of the IFAD strategic framework for 2002-2003. Most projects emphasize stakeholder participation, institutional support and capacity-building at different levels (beneficiary and local organizations, project management and implementing agencies). Group promotion is central (e.g., user, producer, village and economic interest groups) as well as the sustainability of achievements through continuous support. The focus is on local institutional strengthening linked to rural development and the establishment of associations, their legal frameworks and their responsibility to operate, maintain and manage tertiary systems. Approaches vary according to regions and local contexts. Institutional strengthening is a key element of rangeland projects, focused on improving service delivery of existing institutions, empowerment of local groups through participation and sustainable use of range resources. Training is a key means to strengthen local management, accounting and income-generating capacity.

#### International Civil Aviation Organization

14. ICAO supports Governments' capacity-building efforts through 58 country technical cooperation projects and four regional projects. The focus areas of the projects include feasibility studies for the establishment of autonomous civil aviation authorities and aviation security plans, preparation of civil aviation master plans and training of civil aviation personnel.

#### International Labour Organization

15. Capacity-building is an integral part both of thematic (i.e., child labour, international migration, social protection, workers' activities and equality and employment) and regional programmes. In particular, the International Programme on the Elimination of Child Labour is present in 75 countries of three regions — Africa, Asia and Latin America — and aims to strengthen national capacity on legislation reform, the formulation of national action and budget plans, and building a knowledge base on child labour. Some 34 countries have already received capacity-building support on data collection and analysis on child labour, while networking potential between public and private institutions are being considered as instruments contributing to the elimination of child labour. The ILO strategies and tools against social exclusion and poverty programme, which makes use of participatory technical cooperation projects, database, case studies,

training and networking mechanisms, is another example of long-term capacity-building.

### International Maritime Organization

16. IMO's integrated technical cooperation Programme helps to enhance the capacity of developing countries to comply with international rules and standards regarding maritime safety and security and the prevention and control of marine pollution. Those initiatives are enhanced by the technical cooperation among developing countries network and regional collaboration efforts in all maritime matters.

### International Telecommunication Union

17. The Valetta action plan for the development sector (1998-2002) includes capacity-building in all its programmes, and also invests resources and staff in a dedicated capacity-building programme. Blending the use of information technologies with traditional training methodologies has been the primary strategy, which has achieved considerable improvement in terms of reaching a larger target population at a lower cost, delivering training to the actual workplace and promoting training development attitudes.

### United Nations Educational, Scientific and Cultural Organization

18. The new medium-term strategy for 2002-2007 explicitly refers to capacity-building as one of the organization's strategic functions. Through decentralization, reform and inter-agency collaboration in the context of the common country assessment/UNDAF and the country development framework, UNESCO now has a stronger country-level presence, ensuring broader participation of national Governments and other stakeholders in its programmes. UNESCO formed extensive network of partners for capacity-building, including UNESCO clubs, centres and associations, which number 5,000 in 120 countries.

### United Nations Industrial Development Organization

19. UNIDO has used capacity-building as a methodology to develop a new operational mechanism, which is an integrated programme approach based on 16 service modules. UNIDO has developed 44 integrated programmes, worth more than US$ 250 million, in 40 States. Those integrated programmes address industrial development through capacity-building by improving industrial governance and institutional infrastructure, strengthening small and medium-sized enterprises, upgrading technological capacities, and enhancing skills and access to modern technology.

### World Health Organization

20. WHO technical cooperation programmes contain components aimed at strengthening capacity for health-care providers (through training), senior policy makers and health managers, and capacity in health systems research and management of health systems (including the launch of *Health InterNetwork*). An important initiative is the development of the WHO framework for assessing health system performance, in collaboration with member States, to empower the public with reliable information for policy and system development.

### World Intellectual Property Organization

21. WIPO has a big capacity-building programme which assists developing countries in preparing intellectual property laws, maintaining good infrastructure, building lasting institutions and establishing innovation support service to promote entrepreneurship. Approaches that are utilized include direct technical assistance, training and policy forums and nationally focused action plans, which are established between national Governments and WIPO and aim to achieve efficient management and use of the national intellectual property system. In 2001, work was carried out on 55 action plans.

### World Meteorological Organization

22. Support for capacity-building is realized through eight scientific and technical programmes. The educational and training programme is geared towards capacity-building to meet the needs of developing countries for trained personnel in the meteorological and hydrological services. An effective tool is the global network of WMO regional meteorological training centres, which consists of 23 centres around the world. In the period 1998-2001, WMO organized 90 training events and co-sponsored another 95.

### Universal Postal Union

23. Technical assistance is an essential part of the UPU mandate, reiterated by Universal Postal Congress resolutions on technical cooperation, including the 1999 Beijing postal strategy, and focuses on national, regional and interregional projects in 49 priority countries, mostly least developed countries and countries in emergency situations, for which a fund was created to finance service quality improvement projects. UPU capacity-building aims to ensure universal postal service, a high-quality international service taking advantage of technological, economic, and regulatory changes in the sector. In April 2000, UPU and the World Bank agreed on strategies, objectives and cooperation modalities for their collaboration on projects related to the reform of the postal sector.

### International Monetary Fund

24. Capacity-building is an important element in IMF technical assistance, which focuses on fiscal affairs, monetary and financial affairs, and macroeconomic and financial statistics. In response to the ACC guidance note on capacity-building, IMF has strengthened several areas, such as national ownership, coordination and partnership with other development agencies and civil society organizations, and a strengthened programme approach. In 1999, IMF initiated broad-based medium-term technical cooperation action plans across the entire range of IMF expertise to address the capacity-building needs of countries. Two similar regional technical assistance centres are to be launched in Africa later in 2002.

### World Bank

25. Poverty is at the centre of the World Bank capacity-building effort (see *World Development Report 2000/2001*). The poverty reduction strategy papers, as a major tool to define countries development agendas, has created additional needs for capacity-building. The World Bank Institute created the attacking poverty programme to support the poverty reduction strategy papers process and help poor countries build capacity to design and implement effective poverty reduction strategies. Supportive initiatives to the poverty reduction strategy papers aim to energize policy debate on poverty agendas; enhance interaction between national poverty reduction strategy papers teams; enable practitioners to exchange knowledge on best practices; increase skills for poverty assessment and analysis; and build capacity both of local and regional institutions. The Institute has developed customized country-learning programmes for knowledge management and capacity-building, leveraging development community resources to fight poverty. Capacity-building efforts to strengthen the monitoring and evaluation capacities of borrowing countries are also in place, using a variety of tools (score-keeping, beneficiary surveys, sector reviews and performance auditing) which aim to build capacity to define project/programme objectives and outcomes, and basic database collection for programme/project monitoring and evaluation.

## Related organizations

### International Atomic Energy Agency

26. IAEA's technical cooperation programmes focus almost entirely on capacity-building through the development of human resources and provision of crucial equipment (40 per cent). Capacity-building has been incorporated in its subprogrammes on food and agriculture, human health, water resources, protection of the marine and terrestrial environment, nuclear power and fuel cycles. Various analytical tools are developed to strengthen the capacity of developing countries in the areas of energy environment planning and analysis.

### World Tourism Organization

27. Capacity-building is explicitly emphasized in WTO's new mission statement and reflected in all nine sections of its general programme of work for 2002-2003.